

Law Enforcement News

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Another study of police practices? Police execs find a lot to dislike in pending legislation

The nation's police organizations are concerned about the efficacy and ramifications of a bipartisan Congressional bill introduced in May which, if passed, would create a commission to study a wide range of law enforcement practices and policies in the wake of the Amadou Diallo shooting and other incidents of alleged police brutality.

The bill, H.R. 1659, is sponsored by Representative Jose E. Serrano, a New York Democrat who represents the Bronx district where Diallo was shot by New York City police officers on Feb. 4, and Representative Henry J. Hyde (R.-Ill.), the chairman of the House Judiciary Committee. It would establish a five-member panel to examine issues such as community relations, arrest procedures, handcuffing and verbal communications, as well as recruitment and hiring practices, the handling of civilian complaints and the police "code of silence." Grants totaling \$3 million would be provided to the cities to enhance training, recruitment and other functions.

The original bill called for a six-month study by the commission of policies and practices in New York, Chicago, Los Angeles and Washington, D.C., but a markup of the bill on May 19 extended its tenure to one year and added Charlotte-Mecklenburg, N.C., and four other cities yet to be named. It does not, however, authorize any additional funding.

The amended bill also calls for data collected by the commission to be used for research and reporting. Panel members can determine which data are confidential and withhold the identities of individuals and agencies.

Yet even with these amendments, added after testimony from the Police Executive Research Forum and other law enforcement groups during a

Even with changes based on law enforcement input, a bill to study to police practices draws sneers and raised eyebrows.

hearing last month, the bill is still drawing criticism from the police community.

"Why is this necessary and to what purpose are we to put the results of this review?" asked St. Peters, Mo., Police Chief Ronald Neubauer, president of the International Association of Chiefs of Police. Although the organization has not taken an official position, Neubauer told Law Enforcement News that he was "very skeptical" of the legislation.

"One year will give them an additional six

months," he said. "It will take at least a month and a half to put a commission together — if they can move that fast. Then once they get the commission together, we're looking at three months down the road until they do something — whatever that something is. It doesn't say as to what part of training and recruitment they are talking about."

Neubauer also raised the question of how the commission's findings would affect state Peace Officer Standards and Training requirements. "Quite frankly, if they come out and say, 'One thousand hours of training is necessary,' how will that effect the state of Missouri which says 600 [hours] is required?"

He took a dim view of the bill's requirement that commission members have credentials, experience or a background in criminal and civil litigation. "Those folks really have an insight into recruiting and training practices," Neubauer remarked facetiously.

The changes made to the bill in light of law enforcement input have been minor and seemingly extraneous to issues raised by PERF, said Chief Edward Flynn of the Arlington, Va., Police Department, who serves as PERF's legislative chairman.

PERF has not taken an official stand on the sites chosen for inclusion under the legislation because the group does not want to hinder

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After Littleton massacre, reappraisal of SWAT tactics brings changes

In the aftermath of the Columbine High School massacre in April, much of the focus has been shifted to what, if anything, the SWAT teams that rushed to the scene from the municipalities and counties surrounding Littleton, Colo., could have done to bring the incident to a close sooner and perhaps save the lives of at least some of the 15 victims

of teen-age gunmen Eric Harris and Dylan Klebold.

While a number of police departments have shied away from armchair-quarterbacking the response of special weapons and tactics units from the cities of Denver, Lakewood and Littleton, and from Arapahoe and Jefferson counties, there has been criticism leveled at

Colorado agencies from some quarters that their tactics were not dynamic enough, given the situation. Some SWAT members have speculated that Klebold and Harris could have been dead for up to two hours after the school was shown under siege on television.

Randy Patriek, a veteran officer from Westminster, a Denver suburb,

told The Denver Post that the response had been "pathetic." Surrounding the school, as the SWAT teams did, "may not have been the best thing to do," noted Maj. Steve Ijames, head of the Springfield, Mo., Police Department SWAT unit. "The goal should be to take out the hostage taker," he said.

Ijames contends that training and techniques must be changed in light of the school shooting phenomenon of the past two years, in which gun-toting teen-agers have proved considerably more of a domestic threat than outside terrorists.

"We've got blueprints now of every single school in this county, which we keep inside the SWAT vehicles," Ijames told The New York Times. "We're preparing for this very thing to happen. We're training other jurisdictions in this. And when it does happen, we are ready to go."

Calling the Littleton massacre "the worst-case SWAT scenario of the century," Larry Glick, executive director of the National Tactical Officers Association, does not question the actions taken by Colorado police. Within the first twenty minutes, he told Law Enforcement News, SWAT team members were inside the building, leading groups of children hiding from the gunmen to safety.

"This is a major critical incident," said Glick. "There are four major elements — one, it involved many chil-

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NIJ to test a new Compass for steering crime-fighting strategies

Officials at the National Institute of Justice are hoping to bring the Compstat program, a vaunted way for police agencies to develop crime-fighting strategies through the use of computer mapping and increased command accountability, to a higher level with an initiative that is expected to give police and other municipal agencies instant access to all manner of community-related data for a fuller assessment of a neighborhood's health and safety.

Under the new program, called Compass (for Computer Mapping, Planning and Analysis of Safety Strategies), data from a wide variety of sources will be made available to a collaborative group of local policy makers and others, including police departments, city officials, prosecutors, social service agencies and research institutions, according to NIJ. This consortium

will then have a foundation for crafting increasingly multi-faceted solutions for particular crime problems.

Compass is the "next generation" of computer-mapping development, building on law enforcement's experience with Compstat, said NIJ Director Jeremy Travis. "It's trying to map the community, trying to understand the relationship between crime data and victimization, fear levels, vacant housing, street lighting, sanitation — all of the data that go into the well-being of a community, including crime data," he told Law Enforcement News. "We'll have a picture of the complex relationships between crime and other quality of life issues."

The Compass program will be built on four key elements, including an extensive data center, tools for analyzing the relationships between various data,

an interagency policy group to act on proposed strategies and research partners to assess the success of those plans.

Its core component, however, will be a data base holding a wealth of information not generally found with Compstat, said Travis. In addition to arrest and crime statistics, the Compass data center will carry information about a municipality's housing, school safety, fear levels and hospital records. Employment information will also be accessible, as well as court and corrections data and victimization surveys.

"We want to demonstrate the additional capacity that comes if you do strategic planning in an environment where you have the data at your fingertips," said Travis.

Compass also utilizes geographic information systems (GIS) as an analytical tool, which enables it to visual-

ize the incidence of crime and other factors spatially, according to NIJ. It can also be used to develop and test hypothesized strategies, said a program official.

The program's developers envision the creation of a consortium that would serve as a policy group and would be the primary users of the system, including a municipality's mayor or city manager, police chief, United States Attorney and school superintendent, among others, Travis said the program will not be based at police department, but within a city agency. There are still some issues to work out, he said, over confidentiality and access.

A key participant in Compass will be what NIJ refers to as research partners — most likely universities or other research institutes. They will be respon-

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Around the Nation

Northeast



CONNECTICUT — Because existing laws offer tougher penalties, the state's "three-strikes" law has never been used, officials said. The law puts criminals with three felony convictions in prison for life. Approximately 5,200 of the state's 16,681 inmates currently have at least three felony convictions.

DISTRICT OF COLUMBIA — A number of \$50,000 cameras will be installed to monitor busy intersections. The cameras will automatically take pictures of the vehicle, driver's face and license plate of those who run red lights.

The NAACP and other civil rights groups have called for more civilian oversight of law enforcement agencies. In a series of recent public hearings, groups heard from citizens who said they had experienced police brutality.

A mishap at a D.C. police shooting range sent submachine gun bullets flying into a dozen homes in Lorton, Va., on May 24. No injuries were reported after the assault drill went awry, but shooting at the range was suspended while the incident was investigated.

MARYLAND — Police have targeted a new 10-acre site in Pikesville for a \$2-million crime lab, after residents complained that a former site in a residential neighborhood was not suitable for a commercial building.

A projected \$153-million city budget deficit has Baltimore Police Commis-

sioner Thomas Frazier threatening to lay off 110 civilian workers and move street officers to desk jobs. The city added 250 officers over the past five years with the help of Federal grants, but it must now pay the full cost for the extra officers, which could grow to \$19 million by 2003.

MASSACHUSETTS — Four Springfield officers will be strapping on inline roller skates as part of a new unit created to put police in closer contact with the people they serve.

NEW HAMPSHIRE — Over the objections of gun owners, the state House has voted to add firearm confiscation procedures to the state's domestic violence law. The bill ensures that a credible threat underlies protection orders, and subjects those requesting orders to criminal penalties for false allegations.

NEW JERSEY — After a vacant Cliffside Park house was broken into and burned, police Sgt. Frank Biasco, 32, was charged with theft and a firefighter, Tony Issa, 26, was charged with arson. Biasco, a 12-year veteran, allegedly stole furniture, drill presses and a furnace from the house sometime last summer. The house's owner died of natural causes last May.

Convicted sex offenders are expected to be housed in Kearny, over objections from local residents. The temporary center will house offenders whose prison terms have expired, but who are still deemed a threat by state psychiatrists. The town already has a county jail, a state prison and a substance abuse treatment center for state inmates.

The Irvington Police Department will receive a \$1.6 million grant under the U.S. Justice Department's Universal Hiring grant program. The township plans to hire 21 full-time officers to augment its 179-member force. An estimated \$6 million in grants from the Office of Community Oriented Policing Services was expected to go to 16 police departments throughout the state.

Drug, assault and weapons charges were dismissed May 26 against 24 people because two state troopers who arrested them were charged with singling out black and Hispanic drivers on the New Jersey Turnpike. Troopers John Hogan and James Keena were indicted last month for falsifying records to make it appear that they had stopped more white drivers.

NEW YORK — All 85 civilian precinct community councils in New York City will now have regulations imposing term limits, a \$25,000 fund-raising cap and an audit requirement. The Police Department said the rules are intended to standardize the bylaws for the councils, which act as liaisons between communities and local precincts.

A Federal judge has ruled that three gun manufacturers must pay \$500,000 to Steven Fox, 19, who was accidentally shot in the head by a friend who bought a gun illegally. Fox won the award in a landmark lawsuit filed against the industry in 1995. Six other plaintiffs in the case did not receive any damages.

The mother of a 12-year-old boy who brought an empty M-16 ammunition clip to school is suing the school district and the Albany County Sheriff's

Department for \$850,000 in damages. Frances Pippert claims that her son was unlawfully suspended from school and defamed when authorities issued statements about the boy's May 1998 arrest to the media.

A 21-year-old Queens man, George Bell, confessed on videotape to the killing of two men, including an off-duty police officer, during a botched robbery on Dec. 21, 1996. Bell allegedly murdered Officer Charles Davis, 38, who was moonlighting as a security guard, and Ira Epstein, 40, the owner of a check-cashing store. Bell may face the death penalty if convicted.

New York City Police Commissioner Howard Safir has begun upgrading some 2,000 police officers to the rank of detective specialist. The promotions, which will include 336 officers from the Street Crimes Unit, are being made to increase minority representation in the department following the Feb. 4 shooting of Amadou Diallo by street-crime officers.

The cash payout could be staggering for New York City if it settles a lawsuit filed on behalf of the 63,000 people who claim they were illegally strip-searched after being arrested for minor offenses. In May, a Federal jury awarded \$5 million in punitive damages to one woman who was strip-searched by jail guards, but lawyers indicated that that award may be overturned.

The state Court of Appeals ruled May 13 that teeth cannot be considered dangerous weapons. Assault charges were dropped in the case of Maxwell Owusu, who in 1996 bit another man's finger to the bone in a Brooklyn apartment.

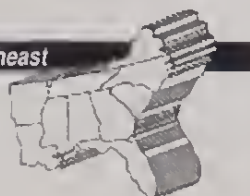
Buffalo police have ruled out using radar on a dangerous stretch of the Kensington Expressway, saying that the lanes do not allow room for officers to park safely on the shoulder. Excessive speed was a key factor in eight recent fatalities on the road. Police admit that the number of speeding tickets issued there is very low given the traffic count.

PENNSYLVANIA — A successful program to charge inmates for room, board and medical services in Berks County Prison has been getting notice from officials in Canada and England. The prison collected \$177,000 in fees last year after the program survived a challenge in U.S. District Court.

No officers will be stationed in the Gateway Regional High School, after district officials rejected a police request to apply for \$115,000 in Federal funds to post a full-time officer. The officer would have served as an anti-drug and crisis management counselor.

VERMONT — Child abuse is down for the sixth consecutive year in the state, with 887 victims in 1998. That figure is 15 percent less than in 1997.

Southeast



ALABAMA — Several measures before the state Legislature would put guns into classrooms in order to educate students about the proper use and

care of weapons. A similar scheme was rejected in 1991.

ARKANSAS — Cherokee Village, a town of 4,700 people that was incorporated over a year ago, is desperately seeking \$300,000 to fund a police force. The Cherokee Village Suburban Improvement District, which has been providing security, will withdraw its services at the end of the year.

The state Supreme Court ruled May 19 that the smell of ether was not sufficient cause for a search warrant in methamphetamine cases. The ruling reversed a lower court's decision that allowed police to obtain a warrant and seize evidence after smelling the chemical around an alleged meth lab.

Danny Lee, 26, was given the death penalty May 14 for murdering an Arkansas gun dealer and his family. His accomplice, Chevie Kehoe, was given life without parole in the case. The two men were said to have committed the killings for guns and money, as part of a plot to form a white supremacist nation in the Pacific Northwest.

GEORGIA — A 15-year-old high school sophomore shot and wounded six students at Heritage High School in Conyers on May 20. The boy opened fire with a rifle before falling to his knees and surrendering in tears. He was allegedly distraught over a failed romance. None of the shooting victims sustained life-threatening injuries.

Eight killings reported in Atlanta in just seven days during May thwarted an impressive drop in homicides this year. Six fatal shootings, a stabbing and a strangulation brought the city's homicide total to 51 as of May 20, compared with 60 during the same period in 1998. The most troubling of the deaths involved a woman found strangled on some mattresses at an East Atlanta elementary school. The woman, Melanie Edwards Rolle, 40, was a habitual drug user who had been trying to clean up her life.

LOUISIANA — Almost three years after the shooting death of Jefferson Parish Sheriff's Deputy James Clarus, a man was sentenced to life in prison without parole in the case. A jury had deadlocked over whether Ulysses Jones, 24, should receive the death penalty. The judge in the case, Robert Pitre, was criticized for not preventing Jones' family from a violent outburst when the guilty verdict was read. Critics said threats could have deterred the jury from voting for the death penalty.

NORTH CAROLINA — Eleven suspected gang members in Charlotte were arrested in mid-May and charged with 120 crimes, the Charlotte-Mecklenburg police announced. The youths, part of a 60-member gang known as the Southside Crips, were mostly dropouts from South Mecklenburg and Providence high schools. They allegedly stole more than \$180,000 in property to support drug habits. Four members were charged in a drive-by shooting that narrowly missed two occupants of a house in Charlotte.

A crime-tip hot line covering Raleigh, Durham, Cary, Chapel Hill, Carrboro, Apex and Morrisville is reportedly getting easier to use. Authorities have standardized the phone number for any

town within the Triangle area. The hot line also promises anonymity for all callers, and is available in Spanish.

No one is yet making any promises, but the Charlotte-Mecklenburg police may get a steeper pay raise than originally proposed. The City Council had endorsed a minimum 5-percent raise in a fiscal 2000 budget draft, but law enforcement officials say the raise is not enough to keep officers from seeking better-paying jobs elsewhere. The starting salary for patrol officers is about \$25,000 per year. Police have requested a 12-percent minimum increase, arguing that salaries should be in the top 25 percent for cities Charlotte's size.

Midwest



ILLINOIS — The top cocaine supplier to the Gangster Disciples and Vice Lords, two Chicago street gangs, was convicted May 24 of conspiracy to supply illegal drugs. Police said Nate Hill, 32, ran a nine-year operation that put three tons of cocaine onto city streets.

The family of a 7-year-old Chicago boy wrongly arrested in the death of 11-year-old Ryan Harris has filed suit claiming that the boy's civil rights were violated. The family of another boy, age 8, who was also wrongly arrested in the case filed a lawsuit seeking \$100 million in damages. A 30-year-old convicted sex offender was later charged with the crime.

Ronald Jones has become the twelfth Illinois death-row inmate in as many years to be cleared of his crime. Cook County prosecutors dropped rape and murder charges against Jones on May 17 after DNA tests showed the semen in the victim's body did not match Jones' biological profile. Jones said he confessed to the crimes only after police had beaten him. In a related development, as a result of several inmates having been freed from death row this year, the state is exploring whether police should be required to videotape confessions that might lead to a death sentence.

INDIANA — Church arson has been raised from a Class C felony to a Class B felony, under legislation signed by Gov. Frank O'Bannon. Under the new law, the penalty for burglarizing or torching churches will range between six and 20 years, up from the three years stipulated previously.

MICHIGAN — A bill making it easier to obtain a concealed-weapon permit passed the state House on May 19 and was sent to the Senate for consideration. The bill would allow permits to be issued as long as applicants are 21 or older and have taken gun-safety classes. Felons, mentally ill people and those convicted of two drunken-driving offenses would be ineligible. Applicants would no longer be required to demonstrate a need for a concealed weapon. The current number of 21,000 permit holders is expected to soar to 200,000 if the bill is passed.

Racial tension between blacks and Arab Americans in Detroit erupted after an unarmed black man was beaten to death by two Arab American gas station

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Around the Nation

clerks on May 14. Calvin Porter, 34, was beaten by Fadhel Mazeb, 46, and Adel Altam, 26, after one of the clerks allegedly made an inappropriate remark to Porter's 12-year-old stepdaughter. Four days of protests by those in the African American community followed the killing.

Of the 11,870 burglar alarms reported to the Oakland County Sheriff's Department last year, 98 percent were false. Officials said they were seeking ways to reduce the number of false alarms at residences and businesses.

Wiretapping would be permitted in serious criminal cases under a bill expected to be taken up by the state Senate. Wiretaps would be allowed in major drug cases, in racketeering and money laundering cases, and for violations of the state's new casino gambling laws. A similar bill failed in the state House.

The stock of toilet paper was replenished on May 26 after days of its reported absence at an embarrassed Detroit Police Department. Officers and staff had been bringing supplies from home. Some officials denied a shortage, but a city finance employee cited unpaid bills to the city's toilet paper provider. A computer glitch was blamed for the accounting error.

OHIO — When investigating a possible grave site, Hamilton Township police found not bodies but 59 marijuana plants poking out of the soil. The May 4 discovery was just the first of several crop busts expected by authorities as the growing season gets underway.

A \$1.6 million Federal block grant to the Cincinnati Police Division was to be parceled out this month, with funds expected to go toward programs targeting youth violence, auto theft, crack trafficking and firearm accidents, among other initiatives.

WISCONSIN — Fighting lawsuits against gun makers, state legislators pushed for a proposed bill that would make it impossible to sue gun makers or retailers for gun violence unless the gun was defective or sold with disregard for the safety of the buyer.



IOWA — Convicts in Iowa will still have to serve most of the time to which they are sentenced, after the state Court of Appeals rejected a convicted robber's challenge to the state's tough new sentencing law.

KANSAS — A Denver man accused of armed robberies in Colorado and Wyoming took two Ellis residents hostage before shooting himself in the head while on the phone with a police negotiator. Randy Miller, 22, died later at a hospital in Wichita. His hostages were uninjured.

Convicted first-degree murderers must serve a minimum of 50 years in prison before being eligible for parole, under new sentencing bill signed May 27. A different law requires the court to con-

sider the entire violent act when deciding whether it warrants the so-called Hard 50 sentence.

MINNESOTA — Last year the state racked up its highest number of alcohol-related traffic deaths in nine years. Such deaths were up 53 percent in 1998, to 273. The 1997 total of 178 reported alcohol-related crashes was the lowest since the state began keeping records in 1984.

In a move that could bring thousands of dollars to police departments, Gov. Jesse Ventura has signed a bill authorizing police to sell, trade or destroy some of the firearms they confiscate.

A hearing was scheduled for July in Hennepin County District Court to determine whether the illegal drug khat, an African shrub thought to contain the stimulant cathinone, actually contains identifiable amounts of an illegal substance.

MISSOURI — The St. Louis Police Board has paid Chief Ronald Henderson and other ranking officers more than the salary authorized by the Missouri Legislature, according to state Auditor Claire McCaskill. Records show that \$242,069 was paid in overtime in 1998 to almost 100 officers, and that Henderson was paid \$10,902 in 1997 for unused vacation leave and discretionary holidays. The practices were deemed illegal by finance officials.

The Ku Klux Klan may not be allowed to participate in the state's Adopt-A-Highway litter-removal program after all. A Federal judge in April gave the go-ahead for Klan participation, but the state's highway commissioner has appealed the ruling, saying it could jeopardize Federal highway funds.

St. Louis Police Officer John Krupp, 33, was acquitted May 4 of charges that he sexually molested a 5-year-old boy at the day-care center where he volunteered. Jurors deadlocked on a second charge that he molested the boy's younger brother. The older boy testified that Krupp, who has been suspended without pay for two years, touched his genitals at the day-care center.

The state Legislature failed May 14 to pass a bill that would have barred St. Louis and other cities from suing gun makers. A second bill passed, however, which included a provision that would hold cities liable for the costs of such cases if the action is found to be frivolous.

NEBRASKA — Bellevue Police Capt. Herb Evers was suspended for 10 days without pay in May for reportedly discussing police radio code words with a television news producer. Evers, a 25-year veteran, apparently gave KMTV producer Kate Kalamaja the meaning of a code word after she heard it used on a scanner.

A Justice Department grant of \$150,000 will be used to educate Omaha citizens about hate crimes. A coalition of law enforcement officials and community groups will decide how best to use the funds.

NORTH DAKOTA — A Federal grant of \$250,000 will help put officers in Grand Forks high schools. The offic-

ers will combine education and counseling activities with their regular law enforcement duties.



ARIZONA — Maricopa County Sheriff Joe Arpaio, whose 1996 autobiography proclaimed him to be "America's Toughest Sheriff," has begun broadcasting audio bedtime stories throughout the county jail. The 60- to 90-minute tapes of such classics as "Little Women" will be introduced by Arpaio, who said he will handle the nighttime ritual while sitting in front of a fireplace with a dog at his side.

Earl Stratton has been accused of second-degree attempted murder after he fired a bullet into the jaw of a Maricopa County sheriff's detective. Stratton, a 62-year-old former felon, claimed that visitors to his home heard voices outside, so he fired into the mountains to scare off intruders. But detectives say they were staking out a suspected meth lab or stolen car operation on Stratton's property, and that Stratton fired purposefully at the officer. No lab or theft ring was found. The wounded detective, Det. Sgt. Jerry Glass, was reported in serious but stable condition.

Phoenix Police Officer Brian Livingston was shot May 27 by a bank robbery suspect who then shot and killed himself with his own shotgun. Livingston was in intensive care after sustaining buckshot pellets in the head, neck and sides.

COLORADO — The Boulder-based Paladin Press agreed to cease publishing a book that described how to be a successful assassin. The publisher also agreed to pay a multimillion-dollar settlement to two families who claimed that a man read the book "Hit Man: A Technical Manual for the Independent Contractor," before killing their relatives. The settlement came in a lawsuit brought by the families of Mildred Horn and Janice Saunders, both of whom James E. Perry was convicted of murdering in 1993.

Inmates in Jefferson County may have to start paying their own way. Sheriff John Stone is considering charging them for the cost of their incarceration, in a move to cut costs.

Violent video games may be pulled from an arcade at the Denver International Airport. U.S. Representative Scott McInnis asked Mayor Wellington Webb to remove the games, citing their inappropriate nature in light of the Columbine High School shootings.

Stalking and the use of drugs associated with date rape are now felonies in Colorado. A new law signed May 26 imposes a one-to-three year prison term for a first-offense stalking conviction, while the use of date-rape drugs could put an offender in jail for up to 12 years.

Photo radar will face tighter restrictions throughout the state, after Gov. Bill Owens signed a bill requiring cities to post warnings about the presence of photo radar vans. Photo radar tickets

will have to be sent by certified mail, and police will need to deliver notices to drivers who fail to pay their fines.

TEXAS — Ramon Villafranca, 59, a former Laredo district attorney, was sentenced May 10 to five years in prison and a fine of \$10,000 for taking bribes from drug defendants.

Houston Police Officer Troy Blando was killed in a motel parking lot May 19. A suspect was arrested a short while later by bicycle patrol officers.

Gov. George Bush on May 25 signed into law a bill that will lock up any juvenile caught illegally carrying a gun until a judge determines whether it is safe to release the youth.

UTAH — The state's juvenile offenders are committing new crimes while awaiting their court hearings, according to the Legislative Auditor General. Last year, with 36,679 cases referred to the juvenile justice system, 5,969 juveniles committed a second crime before the first was resolved.



ALASKA — As part of a program to help tribes improve their response to child abuse cases, the U.S. Justice Department has awarded a \$60,000 grant to the Chugachmiut Tribal Organization for a demonstration project aimed at boosting child protection.

CALIFORNIA — Following lawsuits against the handgun industry in Miami, Chicago and New Orleans, both Los Angeles and San Francisco filed suits on May 25 charging gun manufacturers, dealers and firearms trade groups with "deliberate indifference" to gun violence. The cities hope to pressure gun makers to put tighter controls on sales and to add safety features to firearms. Unlike suits filed elsewhere, the California actions will not seek a set amount of damages, but may impose penalties for every injury or death caused by an unlawful sale or accidental discharge.

Four Riverside officers were cleared May 6 in the December shooting death of Tyisha Miller, 19, who was found armed and unresponsive in a disabled car. The Riverside woman, whom officers found lying in the fully reclined driver's seat with a handgun in her lap, was struck by 12 of the 23 bullets fired by officers when she sat up and appeared to reach for the gun. Attorneys for the woman's parents filed a Federal civil rights lawsuit on May 18 alleging that police acted brutally and uttered racial slurs.

School and police officials in Chula Vista, Oceanside and San Diego have stepped up security by inspecting ceiling crawl spaces and compiling lists of people in possession of school master keys. Authorities also collected aerial photographs of school grounds and maps of buildings.

Two 15-year-old Long Beach high school students have pleaded not guilty to charges of making terrorist threats.

The students, who attended Robert A. Millikan High School, appeared in court on May 17 after authorities found a notebook with plans to build a crude bomb and a list of possible victims. They were expected to face additional charges stemming from the alleged bomb plans.

AirTouch Cellular is expected to provide wireless phone service to go along with the 10,000 cell phones it recently donated for nearly every high school teacher in the state to use in case of emergency. The May 4 agreement with Gov. Gray Davis allows schools to pursue an emergency communications plan that had been stalled due to high costs.

Hate crimes reported in Los Angeles County schools were up 15 percent last year, according to the Commission on Human Relations. A report released May 4 said that despite a drop of 6.2 percent in hate crimes reported overall countywide, schools reported 46 such incidents last year, more than half of them racially motivated. Authorities could not immediately cite reasons for the sharp increase in the school-based crimes.

A LAPD bicycle patrol officer shot and killed Margaret Mitchell, a 54-year-old homeless woman armed with a 13-inch screwdriver, on May 21. Officer Edward Larrigan said the woman became belligerent and lunged at him with the weapon. The shooting has attracted the scrutiny of the Police Commission and the FBI amid charges that the LAPD uses excessive force.

IDAHO — The Coeur d'Alene City Council has banned weapons within 1,000 feet of a parade and outlawed parade signs made of any hard material. The new restrictions came in the wake of a march by a white supremacist group last summer.

NEVADA — Internet fraud, telephone slamming and e-mail spamming have been targeted by a high-tech crime bill sent to the state Senate. The measure would allow for multi-agency technology crime task forces to act under the auspices of a nine-member advisory board.

OREGON — Under increasing pressure from gun-control activists, state House leaders were expected to consider a bill that would expand criminal background checks for firearm purchases made at gun shows. The same bill was passed by the Senate in April.

Two bills have failed in the state House that would have made it a felony to brandish a firearm in a public place while intoxicated or to have a loaded gun on one's person or in one's car while drunk.

WASHINGTON — Omak Police Officer Don Eddy Jr. was awarded the state Law Enforcement Medal of Honor on May 10 for coming to the aid of a dying comrade, Officer Mike Marshall, despite sustaining a bullet wound in the leg. The two had responded to a domestic disturbance call on March 25, 1998, when they engaged an armed man in an alley. Eddy pursued and caught the suspect before returning to give Marshall CPR. Marshall received a posthumous medal, and 10 other officers also received commendations for heroism.

People & Places

Heading home, I

After five years as administrator of the Drug Enforcement Administration, **Thomas A. Constantine** abruptly resigned in May, citing the desire to be back among family in Albany, N.Y.

A former New York State Police trooper who rose to become Superintendent of that agency, the 60-year-old Constantine said his decision was not motivated by politics, although he has been a strident critic of Mexico's commitment to fighting the flow of drugs into the United States—a position that has put him at odds with the official line of the Clinton Administration.

In February, just two days after Constantine asserted before a Senate caucus that Mexican drug trafficking organizations posed the worst threat to the nation he had seen in nearly 40 years in law enforcement, Secretary of State **Madeline K. Albright** declared that Mexico was cooperating fully with the United States in its drug-fighting efforts.

Constantine said he is proud of the increases in arrests and drug seizures made during his tenure, but the international drug cartels are proving themselves to be a menace. "I don't think we've lost ground," he told *The Los Angeles Times*. "I think what's happened is the drug traffickers, especially in Mexico, have become much more powerful and much more dangerous."

But Constantine insisted that his resignation after a 39-year law enforcement career was due to homesickness. He and his wife, **Ruth**, wished to return to their roots in upstate New York and spend more time with their 11 grandchildren, he said.

"We grew up as a close family, and [living in Washington] was a real shock to the culture of the Constantine family," he said. "I still like [the job] and if it hadn't been for all the family issues, I'd probably stick around till they took me out in the emergency service wagon."

Said **Barry McCaffrey**, the director of the White House Office of National Drug Control Policy, Constantine did a "superb job" in his post.

Constantine said he hopes to teach and consult for law-enforcement organizations. It is believed that the agency's second-ranking administrator, **Donnie R. Marshall**, will take over on an acting basis.

A ton of devotion

Snacking on Fig Newtons and passing the time listening to Bruce Springsteen CDs, **Kannapolis, N.C.**, Police Lieut. **Ken Woodard** sat around in his tent atop a 25-foot steel scaffold in May and waited for the money to roll in—nice work if you can get it.

The ton of loose change that accumulated beneath his perch, however, was not for him. The money raised by the 59-year-old lieutenant during five days and eight hours—2,002 pounds in all—is earmarked for the North Carolina Special Olympics.

Woodard took a week's vacation from the department to do the fundraising effort, vowing to stay put

until he raised a ton of change. "I feel great," he said after it was all over. "I was a little bit worried when things slacked off a bit. I knew it was going to be a long week."

In a similar effort last year, it took Woodard just over two days to collect 1,600 pounds in coins, which totaled \$21,140. He received an outpouring of support from the community, however, with passers-by dropping in not just coins, but in some cases, \$100 bills. A nearby school dropped off change students had been saving. And breakfast came from a business across the street that delivered freshly baked muffins each morning.

The first order of business once Woodard was back on terra firma? "Certainly, I'm going to take a long, hot shower," he said.

Moose migration

In a move that managed to anger local black community leaders, civic organizations and a sizable chunk of the county police force, **Montgomery County, Md.**, Executive **Douglas M. Duncan** has reached all the way across the country to tap **Portland, Ore.**, Police Chief **Charles Moose** to lead the 1,030-member department.

The county's NAACP chapter was critical of the veil of secrecy Duncan drew around the selection process, which sharply limited public involvement in the proceedings. Nonetheless, the organization was upbeat about the selection of the 45-year-old Moose.

"It was crucial to get someone from the outside," said **Linda Phummer**, the chapter's executive director. "The fact that he is African American is secondary. The department needs someone with good credentials and a national background," she told *The Montgomery Journal*.

Observers contend that Duncan, who is widely believed to have his eye on higher office, was walking a tightrope, poised between angering the NAACP—which has complained repeatedly about alleged police brutality and harassment—if he were to appoint a white chief, and leaving himself vulnerable to charges of caving in to political pressure should he select a member of a minority group.

In response to criticisms over the secrecy of the proceedings and the confidential citizens panel he convened during the last four weeks of the search to interview the six finalists, Duncan countered that many of the best candidates had insisted that their names not be made public. The identities of the panelists who recommended Moose were not revealed until after the process had been completed. They included **Gaithersburg Police Chief Ann Vivrette**; Fire Administrator **Gordon Aoyagi**; and **Paul Tierney**, chairman of the county's Criminal Justice Coordinating Committee, among others.

Moose has achieved national recognition for Portland's community policing programs during the six years he has served as chief. He is a 24-year veteran of that city's police bureau, having begun as a patrol officer. He holds a Ph.D. and has taught criminal justice at Portland State University.

An outspoken critic of the practice of racial profiling, Moose made no bones about claims of its use in Mont-



With County Executive **Douglas M. Duncan** looking on, **Portland, Ore.**, Police Chief **Charles Moose** faces the press after his appointment as the new chief in **Montgomery County, Md.**, was announced.

gomery County and the fact that the department is under investigation by the Justice Department. "We don't need to do research and have data telling us there is a problem with racial profiling," he told *The Journal*. "If the public perceives a problem, then we need to work on it."

Moose's appointment, which was announced in May, met with little support from within the department, which had strongly supported Acting Chief **Tom Evans**. But Evans, who is white, saw his chance to win the job on a permanent basis irreparably damaged by recent shootings in which white officers shot and killed black men during separate incidents. Both officers were subsequently cleared of wrongdoing.

If confirmed on June 15 by the County Council, Moose would be the second African American to hold the chief's job in Montgomery County. Duncan came under fire for firing the county's first black chief, **Clarence Edwards**, immediately upon taking office in 1994. His choice of a successor, **Carol A. Mehrling**, who retired in February, was seen as a political ploy by both the NAACP and the police union.

Road warriors

Roaring into Philadelphia on their Harley-Davidsons recently, some 12,000 bikers who came to town from cities all over the East Coast for a police fundraising event proved that beneath all that chrome beat hearts of gold.

The Daniel Faulkner Memorial Run on May 23 was held to pay homage to law enforcement officers and to honor the memory of slain Philadelphia Police Officer **Daniel Faulkner** and raise money for his family. Faulkner, then 25, was shot in the back while on duty on Dec. 8, 1981. His killer, **Mumia Abu-Jamal**, has been the subject of numerous demonstrations protesting his death sentence and has garnered international support.

"Danny Faulkner symbolized what police officers throughout this country face every day—danger and uncertainty," said **Joseph McGill** who prosecuted Abu-Jamal as an assistant district attorney.

Philadelphia Police Commissioner **John Timoney**, who rode in with some

50 police departments from New Jersey and Pennsylvania at the head of the 10-mile caravan, said the Faulkner family "somehow got lost in the hullabaloo of the last 15 years." The run, he said, is a statement that Faulkner has not been forgotten.

The bikers were escorted by New Jersey State Police as they began their run from Westhampton, N.J., down I-295 and eventually crossed the Benjamin Franklin Bridge. There, they were met by the Philadelphia Highway Patrol, which led them into the city.

"We're just normal people who like to ride around and have fun," said **Kevin Keating**, a member of the Coopersburg Chapter HOG (Harley Owners Group). "We support the Police Department and are proud to be part of something special."

The proceeds of the event, which required a \$10 registration fee, will go to three Hero Scholarship Funds for the children of police officers and firefighters in Philadelphia and in Camden and Burlington counties in New Jersey. Money will also go to a Justice for Daniel Faulkner Fund, which was set up to keep his memory alive.

"It's people like you that give the friends and family of Daniel Faulkner the courage to keep going," said **Maureen Faulkner**, the officer's widow.

Atlanta hot seat

Theodore Jackson, who was chosen in May as special agent in charge of the FBI's Atlanta field office, will become the third man to take up the hunt for suspected bomber **Eric Rudolph**.

A former deputy assistant director with the bureau's Criminal Investigation Division, Jackson has also been special agent in charge of the Cincinnati office, where he led the search for a gang of Aryan Republican Army members that robbed 22 banks throughout the Midwest.

Rudolph has managed to elude authorities for more than a year since his pickup truck was found abandoned in the mountains of North Carolina. He is believed to be responsible for the 1996 bombing at Centennial Olympic Park in Atlanta that killed one woman and injured 111 others, and for a blast at a Birmingham abortion clinic in 1998 that

killed an off-duty police officer and seriously wounded a nurse.

More than 200 agents have tried unsuccessfully to flush Rudolph out of a 30-square-mile area of the Nantahala National Forest. Prior to Jackson, the investigation into Rudolph's whereabouts was led by **Jack Daulton**, a 20-year FBI veteran brought to Atlanta in 1997 to oversee the Olympic Park bombing. He retired on May 4 to take a job with Delta Airlines. The head of the Atlanta office during the Olympics and through the first year of the investigation, **W. "Woody" Johnson**, retired in August 1997. Another agent, **Woody Enderson**, who answers to the special agent in charge of the Atlanta office, plans to leave in August.

While Jackson's starting date has not been made public, he will oversee the search for Rudolph as soon as he takes command. Jackson has also been involved in the development of an FBI web site where people can report on computer crime and Internet fraud, according to *The Atlanta Journal-Constitution*.

Heading home, II

Dr. John J. DiIulio Jr., a member of the Brookings Institution who has been an influential advocate for national policies that take a hard line against crime, will move to the University of Pennsylvania on July 1, where he will become the Fox Leadership Professor of Politics, Religion and Civil Society.

DiIulio is an alumnus of the university's School of Arts and Sciences, and holds a doctorate from Harvard. As founder and director of the Jeremiah Project at the Manhattan Institute, he studies and assists faith-based programs for urban youths and young adults which focuses on achieving literacy and accessing jobs. In addition, DiIulio is senior counsel to Public/Private Ventures and is the founding director of the Brookings Institution's Center for Public Management.

Researching public management, national politics, criminal justice and government reforms, DiIulio's views played a part in the Clinton Administration's 1994 crime bill, which provided hundreds of millions of dollars for the construction of new prisons. He is credited as one of the designers of the Federal prison system's drug treatment program.

DiIulio has also authored, co-authored or edited a dozen books, including "Body Count: Moral Poverty...and How to Win America's War Against Crime and Drugs," written with **William J. Bennett** and **John P. Walters** (Simon & Schuster, 1996), and "Improving Government Performance: An Owner's Manual" (Brookings Institution, 1993).

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Finding needles in a computer haystack

Obtaining the identity of an anonymous person posting on the Web or accessing the deleted files on a suspect's computer hard drive is not a difficult task for those who know how. Unfortunately, experts on white-collar crime say, too few law enforcement agencies have that kind of expertise and the lack of knowledge is having repercussions at the Federal, state and local levels.

According to Dick Johnston, director of the National White Collar Crime Center in Richmond, Va., the nation's law enforcement community is woefully behind in learning the skills necessary to fighting computer crime and collecting and preserving electronic evidence.

Investigators in McCracken County, Ky., found that out when they sought clues to the murderous rampage of Michael Cameal at Heath High School in West Paducah in 1997. They confiscated the teen-age gunman's home computer, but found they were unable to fully examine its contents beyond computer files and e-mails.

The task was turned over to the State Police, who were no more successful, said Commonwealth Attorney Tim Kaltenbach. The investigation of the computer was finally left up to a reluctant FBI, he told The Louisville Courier-Journal.

Like local and state law enforcement agencies in other states, Kentucky's police community has not received training in recovering evidence from computers. What little expertise is available is generally found in its largest departments — Louisville, Jefferson County and Lexington.

The Kentucky State Police, which

has no Internet connection at any of its 16 posts, has only recently created its own computer crime unit. The new squad will have three officers to start, said Capt. Rick Yetter, who is heading up the division. The task, he acknowledges, will be both difficult and expensive. "We definitely realize there is a

Gathering information from a computer disk is like "going through someone's trash" — it's tedious and demanding work.

major problem," he told The Courier-Journal.

Police agencies, noted Johnston of the white-collar crime center, must be prepared to spend time and money if they want to get up to speed with setting up such units and training officers. The cost to train and equip a single officer, he said, could be as much as \$30,000.

In January, Kentucky began offering one-day computer training to 10,000 police officers, deputy sheriffs and dispatchers who take classes at Eastern Kentucky University through the Justice Cabinet's Division of Training. But no training has been offered in how to collect evidence from computers because law enforcement agencies have not asked for it, said director Herb Bowling.

Whatever the subject, whether child pornography or a defamatory e-mail, an Internet posting leaves electronic trails that can easily be followed by law enforcement. Internet service providers also offer little or no protection for users when a legal issue is involved. Under the terms of America Online's service agreement with its subscribers, account information and private communications are released to law enforcement in compliance with search warrants, subpoenas or court orders.

In the aftermath of the Littleton, Colo., shootings in April, the FBI was able to go directly to AOL within hours of the incident and gain access to the account of gunman Eric Harris. Harris was believed to have stored music, video games and bomb-making information on his home computer.

Since then, the number of warrants served against AOL has grown, said Ron Horac, an investigator with the Loudon County Sheriff's office in Leesburg, Va., where the company has its headquarters. Horac's full-time job is delivering search warrants to the AOL.

NJ profiling uproar prompts dismissal of drug, gun cases

New Jersey prosecutors have dropped drug and weapons charges against 21 motorists stopped and searched last year by two State Police troopers who pleaded not guilty in May to accusations that they had lied about the race of drivers they stopped in an

"Just about every high school in the country had some form of copycat," he told USA Today. "We were getting a lot of emergency requests."

While many of the search warrants on Internet providers involve defamatory or threatening postings, some 65 percent of the warrants served on AOL involve child pornography.

"Gathering information off a disk is not a hard thing to do — most computer science majors at college could do it," said David Binger, an assistant professor of computer science at Centre College in Danville, Ky. It is akin to "going through someone's trash," he said, and can be tedious and demanding work.

In fact, the average wait for the U.S. Attorney's office in Louisville to have a computer hard drive analyzed by the FBI is seven months, said Marisa Ford, an assistant U.S. attorney. The average hard drive can take an expert two months to read, she told The Courier-Journal.

And the delay can have repercussions through the investigative process. In the Cameal case, detectives did not

take the computer for more than two days after the incident. A second computer confiscated from one of Cameal's friends was not removed from the house until six months after the shootings.

When police suspect computer and Internet records may be pertinent to a case, they must be able to move as swiftly as they would if they were pursuing a bank robber, said Ford. Internet companies may retain records for only a month or less, she said.

Another obstacle for law enforcement is learning the proper way to write search warrants for technological evidence and what seizure techniques will stand up in court. "You just can't go in and start unplugging things and toss them into a box," said Pat Finley, program coordinator at Fox Valley Technical College in Appleton, Wis., where the Justice Department offers training to local police nationwide on how to catch and prosecute Internet child pornographers.

Finley estimated that only about 30 percent of the officers who come in for the training have used a computer or surfed the Internet.

Back to school in New Haven

New sergeants learn problem-solving & leadership skills

The New Haven, Conn., Police Department is giving its new supervisors some additional help making the transition from officer to sergeant, in the form of training sessions held jointly with the University of New Haven that focus on problem solving and leadership skills in a community-oriented policing structure.

Bill Norton, chairman of the university's criminal justice department, said newly promoted officers who complete the three-day course receive the fundamentals of supervisory training. The program is part of a broader project funded by a \$165,393 grant from the Justice Department's Office of Community-Oriented Policing Services that will also help the Police Department to reevaluate its mission over the next five years, Norton told Law Enforcement News.

Police Chief Melvin Wearing told The Associated Press that the training is "less about police and law enforcement and more about managerial skills to help them deal with subordinates and the public."

Some 75 first-time supervisors completed the first phase of the three-phase program in June. Later this year, more experienced supervisors will participate in the second and third phases of the program, which include more targeted training on specialty topics.

The university is working with other providers in the area who are developing a geographic information systems (GIS) application for the city as part of a Justice Department initiative, said Norton. District managers will be taught how to use GIS for crime analysis. There will also be a course held on labor management relations, he said, which will include the city attorney.

During the third part of the program, called the "training the trainer phase," four or five supervisors within the department will be chosen to deliver the

basic curriculum to new sergeants, said Norton.

He said new supervisors are taught the SARA method of problem solving — scanning and identifying issues that are critical for success in whatever role the supervisor assumes in the department; analyzing the factors associated with the creation of the problem, developing a response based on what is uncovered during the analysis phase, and assessing success or failure.

"That's a very generic and pretty standard approach to problem-oriented policing," Norton said. "There is nothing targeted or unique about it — and it's not intended to be." Trainers, he said, are trying to give participants a foundation so that whether they are assigned to the communications division or as a district manager, they are familiar with the way the process works.

"[Assignments] will change throughout their careers," said Norton. "They'll have a baseline on which to draw in order to be successful."

Getting new supervisors to understand how to manage officers under concepts such as SARA is one of the key elements of the training, Norton said. Police are generally capable problem solvers, but they are not always supported or comfortable when they take that initiative. What the sessions try to impart, he said, is that no response to a problem is going to succeed 100 percent of the time. In light of that, officers still need to be encouraged by supervisors to bring forward innovative solutions.

The concept is called "falling forward," said Norton. "You want to develop in your managers the ability to have people not see the reduction of the problem as a failure, but to learn from the fact that the response didn't work," he said. "They then look at the process and don't become demoralized."

Troopers are charged with lying about the race of drivers they stopped.

attempt to cover up the practice of racial profiling.

Troopers James Kenna and John Hogan were arraigned on May 27 on charges of falsifying records and official misconduct. Their plea came just one day after prosecutors in Middlesex County moved to drop charges in those cases where the troopers would have been key witnesses.

In a motion filed in New Brunswick on May 21, Lawrence R. West, first assistant Middlesex County prosecutor, said charges against the 21 defendants should be dismissed because the indictments against the troopers would undermine the cases. Nineteen of the defendants were either black or Hispanic. The race or ethnicity of the remaining two could not be determined from their arrest records.

Chuck Davis, a spokesman for the state Attorney General's office, said officials were in agreement. "They were the primary witnesses in each case, and they would have lacked any kind of credibility," he told The New York Times.

Defense lawyers contend that the state's willingness to drop the cases in which Hogan and Kenna were involved could lead to challenges by dozens of minority motorists convicted on their testimony or that of other members of the department. As many as 10 other troopers could face criminal charges for falsifying records, said state investigators.

Earlier in May, drug charges were dismissed by Mercer County judges against two black men whom the in-

dicted troopers had arrested in 1997.

Charges against Kenna and Hogan grew out of an investigation into the shootings on April 23, 1998, of four unarmed minority men who were traveling in a van along the New Jersey Turnpike. The troopers opened fire on the vehicle after it rolled backwards toward them, wounding three of the passengers. In April of this year, the victims filed a civil suit charging racial profiling by the State Police. A state grand jury is still considering whether to press criminal charges against the two troopers.

While defense attorneys for the troopers concede that mistakes were made in correctly identifying the race of drivers, the errors were more in the nature of "bookkeeping" mistakes, they said, and should have been dealt with by State Police administrators. Troopers are required to radio in the race or ethnicity of a motorist along with the make and year of the car before they make the stop.

According to the indictments, Kenna intentionally misrepresented the race of motorists on eight occasions, and Hogan did on 17 occasions during the first four months of 1998 to hide the fact that minorities made up a large percentage of those stopped.

Robert Galantucci, who is representing Hogan, questioned the timing of the indictments, claiming that politics had more to do with the case and truth. The indictments were handed down, he said, while then-Attorney General Peter G. Vemiero was awaiting confirmation to the New Jersey Supreme Court.

Kenna's attorney, John D. Arsenault, accused the media of sensationalizing the case. The troopers, he said, were unable to see the race of motorists in some cases because the stops took place after dark. Arsenault told The Philadelphia Inquirer that he had "no doubt" that there is racial profiling being practiced in the State Police, but that Hogan and Kenna did not engage in such behavior.

Investigating the NYPD? Wait your turn.

As Louima beating case concludes, another agency probes beleaguered police force

The United States Commission on Civil Rights in May became the latest in a line of Federal and state entities to launch an investigation into the practices of the New York City Police Department in the wake of the Amadou Diallo shooting and longstanding complaints by members of the city's minority community that their civil rights are largely ignored by the predominantly white police force.

While the eight-member panel that convened on May 26 seemed puzzled by the stark disparity in accounts of police behavior after listening to hours of testimony from citizens, community leaders, and city officials, it should have come as no surprise given the antipathy that has grown between both sides in the wake of the Diallo shooting.

The death of the unarmed street peddler on Feb. 4 at the hands of four members of the department's Street Crime Unit led to near-daily street demonstrations in the weeks just after the incident and numerous arrests of some of the city's most high-profile civic leaders. It also resulted in an overhaul of the SCU and an attempt by the NYPD to change its racial composition from overwhelmingly white to more acceptably integrated.

Said Harvard Law School professor Christopher Edley Jr., one of the commission's members: "The polarization of perception is perhaps the single biggest obstacle to overcome." Edley added that he found frightening the evident lack of interest in attacking that issue.

Indeed, while civil rights activists such as the Rev. Calvin Butts of Harlem's Abyssinian Baptist Church told panelists that "drastic measures" needed to be taken and called for outside intervention, Mayor Rudolph Giuliani and Police Commissioner

Howard Safir testified that street crimes and police shootings have plummeted due to the restraint shown by NYPD officers. "All of that may be mind-boggling to emotion and prejudice, but it's reality," said Giuliani.

At present, the NYPD is being investigated by the City Council, the state Attorney General's office and Federal prosecutors in Brooklyn and Manhattan. As part of a probe by U.S. Attorney Zachary Carter in Brooklyn, the FBI is re-interviewing relatives of several New Yorkers killed by police in recent years who claimed brutality. Under a 1994 law, U.S. attorneys can go to court should a pattern of abuse be found within a law enforcement agency, something that Giuliani is determined to avoid.

In March, the Mayor said that he would interpret any move by the Justice Department to seek Federal monitoring — as was done in Pittsburgh in 1997 — to be politically motivated.

During his testimony before the civil rights commission, Giuliani acknowledged that the underrepresentation of blacks and Latinos on the force has traditionally been a problem. But while Giuliani offered figures that showed minorities were stopped and frisked by the SCU during 1997 and 1998 at no higher a ratio than they were described as suspects by crime victims, the data showed that at least 85 percent of the 45,000 residents who were patted down were nonwhites.

Stop-and-frisk reports, which have been released to Federal prosecutors for their investigation, were made available to the state Attorney General's office only after Attorney General Eliot L. Spitzer threatened to subpoena the documents. According to a preliminary analysis of the reports written by SCU officers during 1998 and 1999 in the

20 precincts where the squad is active, more than 63 percent of all people frisked were black, police officials told The New York Times.

The Giuliani Administration has maintained that it did not refuse to turn over the reports, but rather asked Spitzer to hold off on his request until the other investigations were completed. Spitzer, however, said that delaying his probe would have the same effect as terminating it.

In addition to testimony, the civil rights commission will also examine thousands of documents it subpoenaed on the department's hiring statistics and training materials, and every disciplinary report, abuse or discrimination complaint, and civil suit filed against officers since 1993.

[The civil rights panel released its long-term review of the Los Angeles Police Department last month. It had begun the report in 1993, two years after the beating of Rodney King. See story, Page 7.]

For the NYPD, the hearing could hardly have come at a worse moment — one day after Officer Justin Volpe pleaded guilty to Federal charges of violating the rights of Haitian immigrant Abner Louima by beating him and sodomizing him with a stick, and on the same day that a white SCU officer accidentally shot and wounded an unarmed, black 16-year-old.

The Louima case more or less concluded on June 8 when the Brooklyn jury, after deliberating for 18 hours, found Officer Charles Schwarz, 33, guilty of holding the victim down while Volpe rammed a stick up his rectum.

Two other defendants, Officers Thomas Wiese and Thomas Bruder, were acquitted of beating Louima in the squad car before the attack in the bathroom of the 70th Precinct, and Sgt.

Michael Bellomo was acquitted of charges that he tried to cover up the incident and lied to FBI investigators about the arrest of another Haitian man.

Still, all three men face obstruction of justice charges for covering up the bathroom assault, as well as internal disciplinary charges. Both Schwarz and Volpe, who could be sentenced to as much as life in prison, were immediately fired from the department. Louima has filed a multimillion-dollar lawsuit against the NYPD and the city.

Although observers debate just how much the so-called "blue wall of silence" cracked in the Louima case, it seemed to yield sufficiently to induce a guilty plea from Volpe. Whether or not they did so under pressure from the departmental investigators, a series of officers testified that Volpe had either shown them evidence of the attack on Louima or told them of it. In each case, however, such admissions came days if not weeks after the incident.

One of the officers, Michael Schoer, testified that Volpe had produced a stick which he said had human feces at the end of it. Another, Mark Schofield, testified that gloves he had loaned Volpe when he entered the bathroom were

returned with blood on them. Officer Kenneth Wernick told the jury that Volpe told him about the assault on the day it occurred.

In an unfortunate coincidence, Dante Johnson, a Bronx teen-ager, was shot in the abdomen and critically wounded by an SCU officer on the day the civil rights commission hearing was held. Officer Mark Conway was apparently trying to drive his car, shift gears, hold onto his gun and grab Johnson all at the same time when his weapon accidentally discharged, according to a Newsday source who heard Conway's account.

The incident began when Conway and two other uniformed officers noticed Johnson among a large group of teen-agers. Street Crime officers were patrolling the area to track down suspects in a series of recent robberies in the area, said police. The officers saw one of the youths adjusting his waistband and thought he had a weapon.

When they approached, the youths ran away. What is currently known is that Conway grabbed Johnson and fired a single shot that passed through a side mirror and hit the youth. Conway has not been questioned by investigators.

Rethinking SWAT after Littleton

Continued from Page 1

dren. Two, the sheer size of the location — 250 rooms, three acres of property, parking lot. Three, the explosives involved and four, the fact of the stress and emotion that came with seeing dead and wounded children."

What was truly unique about the situation from the tactical viewpoint, he said, was the multi-agency response to the incident. While there are many jurisdictions that form alliances with others to piece together a regional SWAT team response, he said, that is completely separate from the position in which the five agencies in Colorado found themselves. "Never in their wildest imagination did they ever think they would be called upon to come together and mutually support each other."

From a training perspective, the Littleton massacre will result in mid-size agencies expanding the scope of their mutual aid and support to encompass other major metropolitan areas in the vicinity. "This is fairly new to a lot of agencies," said Glick. "I see them coming together for training and looking at the overall command and control of large, multi-agency responses."

The NTOA is also upgrading a training program of its own that focuses on first-response patrol officers, he said. When the final investigative report on Littleton is released, said Glick, it will most likely show that the shootings occurred within the first 20 minutes of the incident. With an average SWAT team response of 30 to 60 minutes, he said, patrol officers are usually the first law enforcement presence on the scene.

"We are going back and updating it to include not only the first responder [protocol] to the typical high-risk incidents like a barricaded gunman, but to include rapid intervention of school-shooting incidents," he said.

There has been other fallout from the Littleton massacre as well, including a copycat incident in Michigan and

new stringent policies involving on- and off-campus behavior that has drawn the attention of the American Civil Liberties Union.

In what may be the most serious threat to school safety since Littleton, a plot by four Port Huron, Mich., teen-agers to commit a Littleton-style rampage in their high school was foiled by police. All 22 schools in the city were closed on May 14 after the plot was uncovered at Holland Woods Middle School. A bomb was found and defused nearby the school, but police said it was unrelated to the plot.

Two 14-year-olds, Justin Schnepf and Jedaiah Zinzo, are being charged as adults with conspiracy to commit premeditated murder. They face life in prison without parole if convicted. Two other boys, ages 12 and 13, were arrested, as well.

Other threats to schools around the country in the weeks before the start of summer vacation included:

A 14-year-old Minutim, Colo., girl was suspended after students said she planned to shoot up the school.

In Dshkosh, Wis., a plea agreement was reached with officials after a 14-year-old was accused of creating a hit list and posting it on the Internet.

A nail-studded pipe bomb was found inside a tree planter near the entrance to a ballroom where the Palm Beach Lakes High School in West Palm Beach, Fla., was holding its prom.

But the ACLU is reporting dozens of complaints that claim nervous school officials are trampling on the rights of students. The organization successfully fought the expulsion of 11 students in Ohio who had a Web site for youths interested in Goth subculture that called Harris and Klebold fellow "freaks." One statement from the site read: "You know those screwed-up kids in Colorado were wearing them [trench coats], so that means I will also kill someone, and so will all my friends."

Police execs find a lot to dislike in bipartisan bill

Continued from Page 1

assistance to any law enforcement agency, he said. But there is a problem with trying to base model policies on major-city departments that can maintain control over their own intrinsic cultures through site-specific training academies.

The vast majority of the nation's law enforcement agencies rely on regional academies that do not instill local police culture in recruits, Flynn pointed out. When police cultures do arise in these departments, it is generally within the context of the local political landscape. Thus the ability to affect that through training is limited in most agencies.

"The issue they [committee members] think they're addressing is not significant for the vast majority of departments, even mid-size departments," he said. "The ones they've chosen control their own environment," said Flynn. "They've got their own academics, they are a closed loop, so to speak. Most of these issues are handled by state training councils, so we don't know how helpful or applicable it will be to the vast majority of training."

PERF also feels strongly that if the proposed commission is to examine disciplinary and complaint procedures, it must look at Police Officer Bill of

Rights (PDBR) legislation pending in Congress, which provides officers accused of wrongdoing with due process protections. There is a notion implicit in the legislation that disciplinary action is conducted within a closed system, said Flynn. It does not take into account external reviews which frequently dismiss measures administered by police executives.

"Statewide civil service review, grievances, arbitrators, state PDBR provisions, all place significant limitations on police management to hold police labor accountable," he said. "That should be examined."

Flynn said PERF is also still unclear about how the commission will conduct its oversight studies on the various complex topics included in the bill. One year is not enough to give these careful consideration, he said. "If we're going to have a sophisticated conversation about these issues, then there is a lot of information that needs to be collected and lot of viewpoints understood. Nowhere is it implicit in this [the legislation] that it is here."

Nor is it clear where the \$3 million appropriation is to come from. Flynn noted. PERF does not want to see this legislation funded at the expense of existing police grant programs, he said. There is also the question of whether

the money allotted for the commission's study will be enough to truly have an impact.

"We're in an awkward position because if someone is talking about giving money to police agencies, to talk about important topics like training and accountability, we don't oppose that notion — PERF certainly doesn't oppose research," said Flynn. "But we think the bill as currently crafted is very broad, very vague and has not allotted itself either the resources or time that the subject deserves."

Yet Executive Assistant Chief Terrance Gainer of the Washington, O.C., Metropolitan Police Department, one of the agencies that would receive funding under the bill, takes a different view. Overall, he said, the legislation cannot hurt law enforcement.

"I believe it provides some money so all of us can continue looking at some best practices and real routine things which have not been looked at in the community policing mode," Gainer told LEN. "While all of us profess to be experts and have very good policies concerning hiring, retention and training, I'm not sure we've looked at it from the type of officer we need in the 21st century versus the type of officer we all were when we were hired in the 60's and 70's."

Outside monitors urged for LAPD, sheriff

Finding little public trust in the ability of either Los Angeles law enforcement agencies to discipline themselves or of the county district attorney's office to prosecute police misconduct, the United States Commission on Civil Rights has concluded its long-running investigation into bias and racial tension between the police and sheriff's departments and the communities they serve, recommending that a civilian review panel be created to examine complaints against county deputies and an independent prosecutor be established to pursue allegations of abuse against local law enforcement officers.

The recommendations were part of a 233-page report released in May, culminating a six-year investigation by the bipartisan commission. They were based in part on hearings conducted in Los Angeles in 1996 as a follow-up on Los Angeles law enforcement in the wake of Det. Mark Furhman's testimony during the O.J. Simpson trial and the videotaped beating of two suspected illegal aliens by Riverside County sheriff's deputies.

In addition to its probe of racial, ethnic and gender bias on the part of city and county law enforcement and its effect on the agencies' performance, the report also examined to what extent reforms pressed by the Christopher Commission in the aftermath of the Rodney King riots have been carried out, and to what effect.

Perhaps the most serious suggestions made in the commission's report, however, concern the creation of a civilian review panel and appointment of an independent prosecutor. According to the study, the Los Angeles Sheriff's Department's establishment in 1994 of an Office of the Ombudsman has done little to "quell demands for civilian review." While such boards do not find officers at fault more often than internal systems, the report said, their decisions are more widely accepted by the public because of their independence from the law enforcement agency.

"Where, as in the case of the LASD, there has been a history of mistrust by the community," said the study, "any system of adjudicating complaints that is controlled by the department will be viewed with suspicion."

The study recommended that the Los Angeles County Board of Supervisors establish a review panel with the powers to investigate and adjudicate complaints against LASD deputies. It suggested that board members, who may be either appointed or elected, undergo an orientation with the agency

to give them a better understanding of police work.

The appointment of an independent prosecutor to investigate and try police misconduct cases is warranted by what the study called an inherent conflict of interest in the dependence of the District Attorney's office on police to prosecute crime. It would be better to relieve the D.A.'s office of the responsibility for prosecuting law enforcement officers, it said.

Of the 126 cases referred to the Special Investigations Division of the District Attorney's office by the LASD in 1996 and 1997, criminal charges were filed against only 11 deputies.

Victoria Pipkin, a spokeswoman for District Attorney Gil Garcetti, told Law Enforcement News that the office stands by its record. "Every case that has come to us with evidence and prosecutorial information, we have pursued," she said.

The recommendation made by the commission is unnecessary, Pipkin said, because county grand juries have subpoena power, and the authority to appoint an inspector general. "The state attorney general has oversight of D.A.'s through the state, if they feel a miscarriage of justice has occurred," she said. "The attorney general has the option of stepping in and retrying the case — as was done in the Hillside Strangler case."

Pipkin pointed out that since Garcetti was elected district attorney in 1992, that has not occurred.

The commission also suggested calling in the Federal investigators for help in breaking up what it found to be "gangs" of sheriff's deputies who mete out their own punishment on the street. "Serious allegations persist that groups of deputies have formed associations that harass and brutalize minority residents," the panel said.

According to the Kolts Report, the findings of a commission headed by Judge James G. Kolts similar to the Christopher Commission, deputies at the department's Lynwood station engaged in behavior that in its brutality was akin to that of a street gang. As late as September 1998, according to the civil rights commission report, the LASD acknowledged the existence of a group of vigilante department employees known as the Posse.

"In light of past misconduct by members of deputy associations, allegations that they continue to engage in misconduct, and the recent acknowledgment of at least one such group, the LASD should initiate a careful investi-

gation into allegations of other deputy gangs," said the civil rights panel. While a thorough investigation by the Internal Criminal Investigations Bureau or Internal Affairs should be conducted, the report stated that an investigation by the Justice Department was warranted in this case.

The commission's findings will be forwarded to President Clinton, Congress and local officials. A dissent filed by commission members Carl A. Andersen, Robert P. George and Russell G. Redenbaugh asserted that the report relied too heavily on media sources and did not address the broader issues of poverty, inequality and discrimination.

Furthermore, calls for an independent prosecutor and civilian review board, as well as decriminalizing the filing of false complaints against police officers, the dissent said, would in the long run actually "thwart the kinds of results the Commission want to see" by creating an adversarial climate in which police are viewed as suspects.

While implementation of reforms suggested by the Christopher Commission has begun, the civil rights commission's report found that incidents in which excessive force was used by LAPD officers have contributed to racial tensions between the city's minority community and police. The "code of silence" has also hindered the eradication of excessive force and discriminatory treatment by police, it added.

The community policing model recommended by the Christopher Commission has not been embraced by all LAPD officers, the report said, urging that employees who are resistant to the strategy should be "addressed through appropriate administrative procedures."

Although the commission praised the Police Department for its training efforts with regard to bias against female and minority officers, gender bias within the department was found to be a continuing problem — more so than in other law enforcement agencies. The report cited internal LAPD studies indicating that a significant number of female officers suffer sex discrimination and harassment. In 1997, interim Chief Bayan Lewis said he was launching a thorough audit of the department to uncover hostile work environments after a vice office was found to be decorated with a "trophy" in the form of male genitalia and pictures of scantily clad women.

Opinion within the LAPD varies as to whether racial bias within the department is increasing or decreasing, said

the study. The perception that such tensions exist, however, has created an environment in which groups of officers feel it is necessary to pursue legal action to address complaints.

"The Los Angeles Police Department must make a concerted effort to counter the perception of increasing racial and ethnic tension within the department," said the study. "To that end, the Los Angeles Police Department must ensure fairness and equity in hiring, discipline, promotions and training."

Both the LAPD and the LASD were taken to task by the commission on the level of intolerance shown by law enforcement to ethnic and immigrant minorities. With the city and county having experienced the greatest influx of immigration of any location in the country for the past several decades, the report said, the attitude displayed by some in law enforcement — racial and ethnic slurs, and demands for immigration papers without cause — has exacerbated racial and ethnic tensions.

Moreover, 1990 census statistics used by the commission found that 49.9 percent of the city's population and 45.4 percent of county residents speak a language other than English at home. That rate is more than three times the national average of 14 percent, said the study. Furthermore, 25 percent of county residents do not speak English well; the same is true for 17.5 percent of city dwellers.

"The Los Angeles Police Department and the Los Angeles County Sheriff's Department face a significant challenge in communicating with a large portion of city and county residents who are relative newcomers to the United States and do not speak English well, if at all," said the commission.

To counter these problems, the study recommended continued emphasis and improvement in programs that affect the relationship between law enforcement and minority and immigrant communities, as well as those which may ease racial and ethnic tensions. These include community policing, cultural awareness, language training, bilingual recruiting and incentive pay, and the availability of complaint and commendation forms in languages other than English.

A significant number of rank-and-file deputies have been resistant to cultural awareness training, said the report. The commission suggested that top

LASD management provide strong leadership to help overcome the cynicism displayed by deputies during the training. It also said the LAPD should consider adding a full-day of training for both recruits and in-service personnel at the Simon Wiesenthal Museum of Tolerance, and increase the number of hours of instruction in Spanish for recruits and field officers.

Other recommendations made by the civil rights commission included:

Establishing more informal ways for LAPD officers to voice concerns about bias, and tracking those complaints to help determine the extent and nature of such concerns within the department.

Tracking the ways women and minorities learn about employment opportunities with the LAPD and aggressively targeting those sources in recruitment efforts.

Implementing formal training for community leaders on the methods of determining consistent penalties to eliminate what some witnesses complained of as bias in the system.

The LASD should conduct a review of data entered into its Personnel Performance Index, a computerized system that can track information including the use of force, complaints, commendations and lawsuits, and "identify actual or potential areas of inconsistent reporting."

Disciplinary decisions should be firmly upheld, particularly in cases of proven misconduct, despite appeals by the officer. The discipline should be proportionate to the offense and consistently applied, not just in the most egregious cases.

Close management of the LASD's canine unit should be maintained to further lower the bite ratio. Detailed data should also be collected on a suspect's race and crime when a canine is deployed.

Guidelines should be adopted by both the LAPD and LASD for the selection of participants on Community Police Advisory Boards and Community Advisory Committees to better reflect the demographics and socioeconomic strata of each community.

The departments should consider adopting some form of Community Academy for the orientation of both recruits and in-service personnel by members of the community in the demographics, linguistic diversity and cultural institutions of particular neighborhoods.

NYC tries again to sway cops into living in the city

Under a plan designed to make city-living more attractive to New York's police officers who might otherwise choose to move to the suburbs, City Council leaders in May proposed offering them low-interest mortgages to purchase homes closer to the neighborhoods where they patrol.

The idea, part of a package of "sweeping responses" that have come in the wake of the fatal police shooting of Amadou Diallo in February, would carry an estimated \$8.2-million price tag. The proposal would lower interest rates on mortgages by two points, saving the owner of a \$150,000 residence

more than \$60,000 over 30 years.

If approved, some 8,000 police officers are expected to take advantage of the deal during the first year. The cost to taxpayers would peak at \$20 million in the year 2003 as the ranks of officers availing themselves of the offer grow, officials told Newsday.

The proposal is an alternative to one made in February by Mayor Rudolph Giuliani, who had suggested giving police cash grants to make down payments on homes, or low-interest mortgages, but offered few details on the plan.

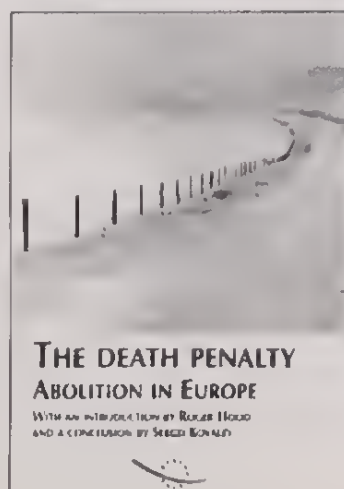
City Council Speaker Peter Vallone,

who presented the Mayor with the "Blueprint for Reform," characterized Giuliani's reaction to the City Council's plan as mixed.

In a criticism of another proposal within that package, Giuliani questioned why police officers would be given up to five years to meet a 60 college-credit requirement. Under current requirements, candidates for the NYPD must already have completed 60 credits prior to appointment.

"I don't understand why we'd have a blueprint for reform which sets us back instead of forward," the Mayor said.

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Thinking out loud: How far has

(The following roundtable is adapted from a panel discussion held on April 30 in San Francisco as part of the annual meeting of the Police Executive Research Forum. Moderated by Jeremy Travis, the Director of the National Institute of Justice, the panel included three of the leading researchers and theorists in criminal justice and public-sector organization and management.)

¶ Steven Mastrofski, of George Mason University in Virginia, who is conducting Federally funded research to replicate and advance earlier studies to find out what police do and how the day-to-day work of policing has changed;

¶ Mark Moore, of the John F. Kennedy School of Government at Harvard University, who is widely published on the subject of public-sector management and organizational change within policing;

¶ Wes Skogan, of Northwestern University, who is leader of a team conducting long-term evaluations of the Chicago Police Department's evolution to a community-policing footing.

Under the overall heading of "Police Research: What Have We Learned During the Past 10 Years," panelists were asked to focus on several separate questions: How has the field of policing changed in the past generation, and what observable changes have there been in the way police work is actually carried out? How has the field of policing specifically advanced with respect to crime control, working with citizens to reduce fear of crime, and other fundamental objectives of policing? How are police organizations adapting to and advancing change within the field? What are the outstanding research questions that the field should focus on in the future?

MASTROFSKI: How has the field of policing changed in the last generation or so? There are two things to consider: how police organizations are structured and how the structures might have changed, and how the technologies police use have changed.

Over the last century or so, the dominant trend in the structure of police organization has been, at least internally, to bureaucratize. Go back to the turn of the century, and look where we are now. Internally, police are more bureaucratic and organized than they were at the turn of the century. Externally, the pressure has been to isolate the policeman from the popular political process. The community policing movement has sought to reverse these trends, and some observers have concluded, or at least hoped, that the community policing movement represents a paradigm shift, a sea change in the blue line, or even a quiet revolution. What do the data show about the status of that revolution? Until recently we really haven't had a lot more than anecdotes and case studies. But recently Ed Maguire at the University of Nebraska-Omaha has done some research that I think is very valuable. Based on national surveys of departments of over 100 sworn, he's found that between 1987 and 1993 there was very little change in the structure of police organizations, and really no change in the degree of centralization of decision-making. Police organizations looked about as formalized as they'd ever been, still very hierarchical and becoming even more specialized. But between 1993 and the present he found decision-making becoming somewhat more decentralized, geographic command and authority becoming more popular, and hierarchies flattening in these organizations. But the most important thing to take from this research is that these changes are very, very small. The pace, at least right now, is glacial. It's not fair to characterize what's going on as a revolution.

If you take a look at external change, the picture's rather different. The role of police 100 years ago in linking the government to the people was very important to political machines and so on. The police, basically, were assistants to the party politicians. There are a lot of ways in which

the situation has exactly flipped. What we have now is the police doing that same linking function, occasionally with the assistance of others in government, but that the police are playing a critical role. Sixty-eight percent of departments have officers making door-to-door contact. 70 percent have cops organizing community groups, and 80 percent met regularly with them. It looks an awful lot to me like linking government to the people. Although it's not flavored with all the things that

els of the bureaucracy to find just the right people to talk to when they've got a problem. It's the kind of open discussion of operations and policies that takes place in citizen advisory councils with the chief and commanders, and the frank discussions of the problems of making change within the organization that take place between police chiefs and members of the public. All of this seems to me to be a tremendous change from an era when everybody held their cards very tightly to their

matters to policing over the last decade, or the last generation. The list of outcomes of the things we're interested in focusing on and changing, both in our police operations and as evaluators, has gotten longer and much more differentiated.

I'd like to talk briefly about four things that I think that matter to policing. The first and maybe the most important thing that matters is how the police treat those hundreds or thousands of ordinary people that they come into contact with ev-



The roundtable discussion at the PERF annual meeting included (from left) moderator Jeremy Travis of the National Institute of Justice, and panelists Steven Mastrofski, Mark H. Moore and Wesley Skogan. (Photo: Jim Burack)

the machine party politics was involved with, the function is very similar.

I want to talk about technology not just in terms of gadgets and gizmos, but more in terms of the things that police do to transform resources and inputs into outputs. You can think of preventive patrol or neighborhood watch, something the police are involved in, as a technology for crime control, along with weapons and computers and other things. Community policing tries to make an important shift from people-processing technologies, things like arrests, to people-changing technologies. People-changing technologies are technologies that try to change basic attributes of people, their motivation, their capabilities, things that make them different persons — programs like DARE and the Police Athletic League. Environment-changing technologies don't really try to change the individual in any way, but rather take the individual as a given and change the context in which they work, so that they change their behavior. Things like making the streets of New York City unpleasant for squeegee men doesn't change squeegee men, but it gives them an incentive to go somewhere else. That's an example of environment-changing technology. So you're getting a substantial transformation of change in the technologies.

SKOGAN: When I first waltzed into my first police department in Saint Paul, Minnesota in 1969, the response was, "We don't talk to nobody with a beard. And what's more, ain't nobody gonna study us." Then the door shut. The sort of sea change in terms of the acceptance by police organizations of inside and outside evaluations, inside and outside research, inside and outside discussion of issues and monitoring of activities, has been astronomical. If my personal experience is an indicator, what I would identify as the big changes in policing over the past generation is the increased permeability and transparency of police organizations. We've gone from a time when even Uniform Crime Report statistics were closely held and given out only grudgingly to the point where community organizations and citizens can go on line and draw crime maps and investigate the bow-

chest to one where the public has a lot of widely recognized and legitimate roles to play — and they play it by and large in a pretty responsible and productive fashion.

MOORE: When you look at the organization charts of police departments, I agree that you don't see too much of a change. They still look functionally specialized, with geographic orientation, hierarchical structures, etc. But then when you add the external pieces, police departments are now increasingly inviting citizens in at different levels. We invited individuals in through the 911 system and gave everybody a chance to claim \$1,000 worth of police resources for the price of a phone call? Then we started getting the officers back out of the cars and letting individuals come up to them and ask them to do things. So we got sort of beat-level problem-solving started. Then we got community-level problem-solving started by decentralizing some of the command decisions and inviting community groups in. We got accessibility and accountability at the city-wide level through reports and publications and press conferences and writing, different things like that. If you have made the organization's boundaries porous at all those different levels, then presumably some decentralization has happened, right? Even if the organizational structure looks quite the same, now you can sometimes authorize the department to be responsive to a wide variety of different demands coming into different parts of the organization. That seems to be quite a remarkable transformation. I don't know how deeply and broadly it has gone across the field, or even within a department, but it feels like a very different picture of what a police department's about.

Crime control: What matters, what works

SKOGAN: There's a much broader conception of what matters. To decide what works, first of all, you've got to decide what matters. What are the things that you want to change? What's important to you? I think there's been a much broader and more nuanced understanding of what

ery day. Second is what I'm going to call soft crimes; thirdly, how it is that police respond to people's fears and concerns and provide reassurance to victims in the general population. And lastly, how it is that they deal with hard crimes.

How police treat ordinary people is important because they deal with a lot of people. The cumulative impact of how those encounters go is of immense political and organizational significance for the department. Police bring themselves a lot of trouble by not handling many of those encounters very well or very intelligently, and unless the encounters go badly enough that they result in a complaint or an arrest or a shooting, they really have no way of monitoring them.

What do we know about what the public wants in their policing? The No. 1 thing they want is for the police to pay attention to them and show some concern for their plight. They have a story to tell, and they want the police to listen. Circumstances which for the police are routine, boring or everyday business are for those individual citizens a crisis, and they want police to pay attention and show some sympathy. They also want to know that something happens as a result of contacting the police and dealing with them. A little bit of information fed back, a little bit of re-contact later on can go a long way toward alleviating the concerns and building the confidence of the people who do come in contact with the police. They want to be treated fairly, too, which has an enormous impact on their perceptions of the legitimacy of police and their willingness to deal with police in a respectful manner. Good manners go a long way

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CJ research come in 10 years?

here, treating people with dignity and respect, but people also want to feel like they're being treated in a neutral fashion; they're being treated like everybody else.

Secondly, how is it that city police deal with soft crimes? Soft crimes seem to lie on the edges of the law; some are illegal, some are not illegal. Traditionally, some of the things that are illegal police haven't paid very much attention to. They're not measured in Uniform Crime Reports. You'll never see accounts of them in the department's annual report. They are the sorts of things that drive people crazy and generate fear and are poor generators of neighborhood change. We're talking about things ranging from noise to men fixing their cars on the street, trespassing, graffiti, catcalls when a woman is passing in the street, a whole variety of things that fall in the soft-crime category. We know from research, primarily in the domain of community policing, that there are a lot of very effective ways to mobilize to deal with soft crime. There are big roles for organized citizenry here, because many of these things are actually more appropriate for the public to deal with than city agencies or the police. The public should be fixing their own broken windows. There's also big roles for other city service agencies; a lot of things really shouldn't involve the police. There's things that ordinary police find really outside their hands, but which are important mechanisms for dealing with many kinds of soft crime. This is the place for very focused, time bound, geographically bound zero-tolerance programs — not as a citywide program, not as some chimera of 100-percent enforcement of the whole city all the time, but rather focused on specific problems under specific circumstances, intelligently done, and done in cooperation with the community to provide a lot of legitimacy for dealing with millions of people who really believe there are serious problems that we should be helping them with.

Third, how do the police respond to people's fears and concerns and provide reassurance to victims? Despite the fact that crime has been declining, fears remain high in this country, and among certain sub-groups of the population, it remains extraordinarily high. This has lots of consequences. The Chicago Tribune did a study of 3,000 people who moved to the suburbs a couple of years ago and found that concern about crime and fear for their children being victimized was the No. 1 thing that was driving middle-class taxpayers out of the town. Things like visible patrols and foot patrol, which are enormously popular among the citizenry despite, by many measures, its lack of productivity, have an enormous reassuring effect on the public. Many elements of community policing fall into this category of providing reassurance — providing a sense that the police are listening and being responsive.

As I made an inventory of the NIJ certified-to-work programs that had come as a result of two decades of their research, I came up with a list that had some very common general features to them. For example, there's the directed focus on crime hot spots: sharply focused, brief, cost-effective, focusing on concentrations of repeat multiple problems identified often by computer mapping. Second would be short, sharp, random crack-downs on drug hot spots — not sitting on them long-term because there's a strong decay effect and then the effect goes away. Third are drunk driving crackdowns. More people are killed by drunk driving accidents than are murdered in this country. If our job is provide safety and save lives, that's an important place to go. And there's focusing attention on gun carrying through a variety of mechanisms, ranging from crack enforcement to curfews, field interrogation, ATF's new gun-tracking program, a kind of modified Boston model for keeping guns out of the hands of gang members.

All these things focus on small areas of fixed

duration; they make reasonable draws on department resources because they're done smartly. They've all proven to be cost effective, and also, interestingly, every one of them would work better if the police were in partnerships with other agencies and with the public to make them happen. All of these are going to go better with attendant publicity. There's education and persuasion as well as enforcement; it's a very important way of dealing with all these problems.

MOORE: I'd like provide a sort of caveat employer for those of you who use researchers' work products. We're charged with not necessarily coming up with ideas about what works, but testing your ideas about what works. Let me just take the example of perhaps the most studied kind of problem, which is domestic violence. Take a look at what we had learned from research in the mid-80s from the Minneapolis study. A lot of people were running around saying, well, arrest looks like the answer. And, of course, it became very, very popular, so that a lot of departments operated under mandatory or preferred arrest policies. Well, we later found that it depends on the particular community, it depends on context, and it depends on who's getting treatment, the nature of the offender. Some research suggests that it also depends

to which we can give services to individuals, to community level groups and to citywide groups. Let's call that service quality; then let's call the fear reduction as the important second product line; and crime reduction as the third important product line. If you've got those three things in mind — service quality, fear reduction and order maintenance, and serious crime control — an important question that police departments have to ask is are these independent product lines and activities, or are there important synergies between them so that if we were to work all of those things, it would have a bigger effect than if we thought of them as individual product lines. If we concentrated all of our attention on service quality, that wouldn't be very good. If we concentrated all of our effort on serious crime reduction, that wouldn't be very good. What turns out to matter is getting the right combination of activity across those different areas because each of them contributes to the other. Is there a synergy across those different production lines and activities? I think the answer has turned out to be a surprising and resounding "yes." When we were focused exclusively on serious crime reduction, using the techniques that we thought were particularly good for that, paradoxically we did less well at serious crime reduction, and less well at fear reduction and commu-

external pressures are very important and increase the likelihood that an important change can occur rapidly. Therefore, as one Harvard Business School professor put it, an important task of management is always to find ways of making maximum use of minimal crises. But I've now seen examples of some fairly significant change habits that seem to have welled up from the professional aspirations of an organization and its leadership, who have made level, steady progress without necessarily capitalizing on an external crisis. I still think external pressures and accountability are helpful in making change, but they're neither necessary nor sufficient for a change to occur.

A third point relates to what I said before, that leadership turns out to matter a whole lot. There are a lot of people who will tell you that the combination of a police department's external environment, which locks it into a particular mode of behavior, and its internal structure and past history and culture, which lock it into a particular form of operation, creates a kind of inertia that makes it impossible for people on top of the organization to manage any important change. They become mere presidents and pawns at the larger forces at work. I don't believe that's true. Leadership can make a difference. It doesn't determine everything, there have to be things going on in both the external and the internal environment that give the opportunity for leadership to exert some influence in the police department. But it's very clear to me that some portion of the variance in the pace at which organizations change comes from the quality, relentlessness and determination of the leadership of the organization.

Now there are a couple of other things about this leadership idea. One is that probably the leadership pool matters more than individual leaders. By leadership pools I particularly mean people who accept the responsibility for driving change through an organization, where the team cuts across the boundary from inside the department to outside, and from top levels in the department down into lower levels. As that leadership team widens out, the rate at which organizational change happens will go up significantly. What does leadership consist of? I'll give you four quick answers to that — and you can get this in any airport book. The first important issue is being there and staying there; you can't expect to lead a significant change without showing up every day for work. When I was a young man, I'd ask people, "How are you doing on the job?" and they'd say, "Well, I survive." I used to think that was a kind of a low standard to set. As I got older, I got to think that's a pretty high standard to set. Actually being there, showing up day after day with the same relentless determination, is a really important part of this work. Second is telling the story, over and over again, about where we've been, where we're going, why it's important, and what's necessary to get there. Third, develop some programmatic innovations that simplify the story you're trying to tell and provide the operational basis for larger changes inside the organization. Work on developing this leadership team that I've described. And adjust the administrative systems and run the organization to make sure that the wedge that can get started in an organization will survive.

Finally, if you were reaching for an administrative system to produce a change in a police department, the one that I think has the most power in the shortest period of time is a performance-measurement system for the aggregate performance of the organization. If you're looking for a way to drive change through an organization, you eventually have to reach for a performance-measurement system. If we have different ideas about what it is that the police are to produce, then we have to have a different set of measures that focus on particular outcomes. You will hear a great deal of people say, often when they're talking about performance measurement, and particularly in the

Continued on Page 10

"We get one study that produces encouraging results, and the tendency is for everybody run over to that side of the ship. The problem is that usually we don't have the luxury of doing follow-up studies."

on the victim. We get one study that produces encouraging results, and the tendency is for everybody run over to that side of the ship. The problem is that usually we don't have the luxury of doing follow-up studies. In fact, six studies are probably not enough to really figure out what works and what doesn't. So I'd suggest that when we have other popular police techniques and methodologies that come up, we need to be just as careful about running to that side of the ship when we get something that looks positive — say, zero tolerance or some kind of enforcement that involves aggressive intervention. Probably the best study done on that suggests that it does have salutary effects, but again, more research is needed so that we can have a little bit more confidence as to what we get will when do this.

MASTROFSKI: For a long time we thought of the police primarily — I should say exclusively — as an instrument for reducing serious crimes and serious criminal victimization. We thought those were the central terms in which police performance was to be evaluated. But if the citizens, thinking about the police department as a collectively owned asset, begin imagining that they would like other things from the police department, like a focus on disorder offenses or to actually be more responsive to their concerns and fears, then the evaluative criteria against which we measure police activities has to change as a consequence. We used to try to answer the question of what works by answering what it was that was effective in controlling crime. That remains, of course, a fundamentally principal interest, but now we can ask some different questions as well, which is what is it that police can do to restore a sense of confidence and assurance in the citizenry.

We've given us four different attributes or dimensions of police performance. I'd be inclined to put the first, that is, the service quality to what citizens who contact the police expect, and the third, that is, responsiveness to citizen's fears and concerns, in the same category. Part of what we're paying attention to now in policing is the extent

nity service in a world that would have preferred paying attention to those other product lines and activities as well. When the police really began getting momentum, both as an organization that enjoyed status in a community and in its ability to produce stuff of value to the community, was when it deliberately managed all three of those product lines as important activities to be carried on by the police.

Police organizational change: Slow, difficult business

MOORE: I'm going to start by making a statement that is so obvious that it's embarrassing to state, but has important implications for the way that we try to manage change in police departments. Changing organizations in a positive direction is hard, slow and uncertain in its results. That's just a very sad, painful fact that all of us have to accept. This is a painful, slow, difficult business. Police departments cannot be transformed with an order. They can't be transformed by publishing a new policy and procedures manual. They can't be transformed by the publication of an external commission report. At the same time, something that takes a long time to produce shouldn't necessarily reduce our urgency about getting it done. Every day is an opportunity to make a contribution to the slow, arduous process of organizational change. And it seems to me that if you are an executive responsible for managing the assets that the community has entrusted to you, then that's your work, day in and day out, to imagine the step that you can take today to accomplish the hard, slow, uncertain goal of transforming the police department.

Ten years ago I would have said that virtually all organizational change required socially significant crises and significant external pressure — that the idea we all held in the back of our minds that we could have a slow, orderly, autonomous, directed change by serious professional police managers, without some kind of external crisis and pressure, is false. I still believe that crises and

How far has CJ research really come?

Continued from Page 9

context of the public sector, that it's important to concentrate on outcomes rather than on inputs or activities or processes — and I believe that. But in the same breath they will say it is also terribly important to concentrate on the quality of customer service. Are the outcome measures for reduced crime and victimization on the one hand, or reduced levels of fear, the same as the measures we use to talk about the quality of service? I think the answer is no; those are different concepts.

I do a lot of work with the Harvard Business School, trying to understand business management techniques and how they can be applied to the public sector. One of the things they often say to me is, you know, Mark, the government is just a huge service sector, and once government understands how to run service organizations and arrange for service encounters more effectively, things will get a lot better in the public sector. And I'm sitting there thinking to myself, "Not the organizations that I work with in the public sector, which are police departments and prisons and juvenile courts and environmental protection agencies." Most of the people that we're having encounters with are

not being served; they are being serviced. They are not getting something of value; instead, they are getting an obligation on the part of the state, where the authority of the state is being deployed and they're being asked to accept a responsibility on behalf of the state. What the police are often in the business of doing is having an obligation encounter with a citizen. So we could ask ourselves the question, if we did this well, what would it look like? It's clear that the goal of that operation is not necessarily to make the person happy, right? It might be that the important thing is to help them come into compliance in some way. So an important subject for us to be thinking about is what constitutes a high-quality obligation encounter as opposed to a high-quality service encounter.

SKOGAN: The distinction between service encounters and obligation encounters is an interesting one. In Washington, D.C., for example, in 1998, 48 percent of the adult population contacted the police about some matter. Another 20 percent were stopped either while driving or walking. And so it's about a two- or two-and-a-half-to-one ratio. Now, Washington happens to be

a town where people are surprisingly pleased with the quality of service that they get, compared to some of the people in certain other cities. Even of that 20 percent who were stopped, the vast majority of them felt that they were fairly treated, and the police listened to what they had to say, and told them what actions they were going to take and why.

MASTROFSKI: Thinking about the impact of leadership in the broader picture of things, when we look at the way the police are organized now, it's still the 911 reactive system that organizes so much of what a police department does. When we think about how we got there, I think that it's pretty safe to say the leadership didn't take us there. No matter who had been chief in any of the nation's departments in the last 100 years, we would look pretty much like this because these larger social, economic, cultural, technological forces are so powerful. So when we think of getting beyond 911 and changing that, we have to recognize that what's driving this are forces that individual leaders really can't do much about. You have to be very, very sensitive and aware as to what leadership can do for

you and what it can't. If you don't, you will try the impossible and fail and ignore the possibility that might have gotten you a little further down the road.

I also liked Mark's point about being there and staying there. The fact is that in large police departments the typical chief doesn't stay at the top as long as a one-term President does. So when you're trying to make this change, one of the things you have to confront is the very strong likelihood that you won't be there very long. When we think about the trajectory of long-term change in any police department, what we're really looking at is not what one chief can do, because the fact is that for a good many of you, when you leave, your successor will be hired precisely to undo what you did. And that's probably why you were hired, to undo what the previous person did. So we need to think about this business that we're in, and the fact of local politics is that things change, and we need to take that into account. I suspect that a good correlation of executive succession and policing would be how often the mayoral elections are contested. The closer they are, the quicker we get rid of the chief, and the more expendable they are. That's one of the functions the chief serves; somebody's got to take the hit when things go awry. So I think that being there, and being there a long time, is very important if you're going to make the kinds of hard changes Mark's been talking about. But I can't tell you how to be there a long time; that's what you're experts on.

Thinking ahead

SKOGAN: I saw in The New York Times recently that by the year 2010 the majority of the labor force in California will be immigrants. Demographers also tell us that in Chicago well before 2010 the dominant population group will be Mexicans. These kinds of changes are taking place in enough places in the country to make it significant in a whole variety of ways. We've begun to start looking into the kinds of differences in experiences and characteristic behaviors toward the police in a broad variety of these new immigrant populations. It's not just that they differ enormously in terms of their style of living and the kinds of problems that they have. We find they're vary a lot in the kinds of things they do and do not choose to involve the police in. They vary a lot in terms of trigger levels at which calling the police becomes a preferred option. They have very different traditions of self-help. They're represented, or not, by very different kinds of mediating institutions and organizations. So what we see is a pattern that's going to call for enormously differentiated policing — lots of tailored responses, lots of very complex problems that are going to come as a result of a rise of the new immigrant populations, leading to some pretty substantial training demands, with a lot of research to discover what material needs to be brought into the training to help the police get organized for this demographic express train.

MOORE: I have two research questions in mind, both about the organization of systems and the doing of work, rather than technology that can be successful in accomplishing police department goals or the identification of problems that are out there. First is, how is

it that individual departments, facing a variety of problems and working out locally satisfactory answers, can begin to communicate successfully with one another and speed the rate at which knowledge accumulates in the field? The way I think about this is that in the late 1800s, the medical profession was indistinguishable from barbers. It was the same group; they cut your hair and sold you patent medicine and did oral surgery. Somehow in the next 50 years, the medical profession separated itself from the barbers, and the way in which it did was by developing essentially a very strong scientific and educational basis for the profession. They started to write letters to one another and talk to one another about how they were doing their work, the kinds of cases they were encountering, what they were trying as a response to that, what seemed to work. There's something about the rate at which clinical knowledge accumulates within this field that we've got to figure out how to do better. That's No. 1.

Question two is a harder one. An important part of this community policing idea is to actually be able to develop the mechanism by which the police department can hear, but also how something we call a community — whether it be a citywide community, an interest group within the community, a vocal neighborhood, or an individual or an ad hoc collection of individuals on a particular street — can actually tell us what it is that they want from police departments. I think we've gone pretty far in getting the police department ready to hear, but there's a part of our work which has to do with helping a community articulate clearly to us what it wants, so that we can act in confidence in delivering to citizens what they really want and expect from us.

MASTROFSKI: I'm interested in the implications of external change in the way that police are relating to the public as we shift from a 911 orientation to one that, essentially, gets to people through organizations and to the officer on the street. Having been burdened with a doctorate in political science, try as I might, I can't escape thinking like a political scientist from time to time. What we're trained in political science to ask all the time is who gets what? Who's getting better off and who's getting worse off by virtue of shifting from a system that was designed to put an officer out there whenever anybody called? That's quite egalitarian, at least in principle, so that the prince and the pauper could both get an officer at his or her doorstep for the cost of dropping a dime, or now 25 cents. So what happens when we organize policing around neighborhood organizations and churches and those kinds of things? Who gets what? Are the poor getting more or less? What kind of people are getting more or less, and what are they getting? This is not the kind of thing that the White House and top policymakers really want to ask because, of course, that reveals schisms, and we try to not to increase those problems already with facts about who's getting more and who's getting less. But I think it's really important to keep tabs on that.

Headlines are not enough

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Coming up in LEN:

Is there really such a thing as the "blue wall of silence?"

Upcoming Events

AUGUST

2-3. Mentoring for the Retention of Women & Minority Public Safety Personnel. Presented by the International Association of Chiefs of Police. Louisville, Ky.

2-3. Preventing & Reducing Elderly Victimization. Presented by the International Association of Chiefs of Police. Albany, N.Y.

2-4. Police Trak for Windows. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

2-4. Street Survival 99. Presented by Calibre Press. Anaheim, Calif. \$199.

2-5. Crimes Against Children Conference. Presented by the Dallas Children's Advocacy Center. Dallas. \$375.

2-6. SWAT I: Basic Tactical Operations & High-Risk Warrant Service. Presented by the International Association of Chiefs of Police. Carbondale, Ill.

2-6. Developing Law Enforcement Managers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

2-6. Inspection/Investigation of Commercial Vehicle Accidents. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

2-13. Traffic Accident Reconstruction. Presented by the Institute of Police Technology & Management. New Braintree, Mass. \$695.

3-6. Criminal Patrol Drug Enforcement. Presented by the Institute of Police Technology & Management. Richmond, Ky. \$395.

9. School Resource Officer I. Presented by the Criminal Justice Institute, College of Lake County. Grayslake, Ill. \$379.

9-10. Developing a Legally Defensible Curriculum. Presented by the International Association of Chiefs of Police. Alexandria, Va.

9-10. Police Leadership: Managing the Future. Presented by the International Association of Chiefs of Police. St. Louis.

9-11. Managing the Property & Evidence Function. Presented by the International Association of Chiefs of Police. St. Charles, Mo.

9-13. Interviews & Interrogations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

9-13. Undercover Drug Enforcement. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$550.

9-13. Investigation of Motorcycle Accidents. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

9-13. Law Enforcement Photography. Presented by the Institute of Police Technology & Management. St. Petersburg, Fla. \$595.

9-13. DWI Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

9-13. SWAT II: Advanced Tactical & Hostage Rescue Operations. Presented by the International Association of Chiefs of Police. Carbondale, Ill.

10-13. Criminal Patrol Drug Enforcement. Presented by the Institute of Police Technology & Management. Richmond, Ky. \$395.

15-18. The Protectors: A Professional Pistol Defense Program. Presented by the Executive Protection Institute. Berryville, Va. \$995.

16. School Resource Officer II. Presented by the Criminal Justice Institute, College of Lake County. Grayslake, Ill. \$379.

16-18. Field Training for Communications Officers. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

16-18. Forensic Evidence in Child Abuse Cases: Collection & Preservation. Presented by the National Center for Prosecution of Child Abuse. San Antonio, Texas. \$200.

16-18. Contemporary Patrol Administration. Presented by the International Association of Chiefs of Police. Spokane, Wash.

16-18. Cultural Awareness: Train the Trainer. Presented by the International Association of Chiefs of Police. Knoxville, Tenn.

16-19. SWAT Supervisors' Tactics & Management. Presented by the International Association of Chiefs of Police. Toledo, Ohio.

16-20. Pedestrian/Bicycle Accident Investigation. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

16-20. Drug Unit Commander Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

16-20. Advanced Motorcycle Officer Skills. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$650.

16-20. Computerized Collision Diagramming. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$795.

16-27. Traffic Accident Reconstruction. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$695.

17. MOAB 1-Day Basic Course: Strategies for Preventing & Diffusing Aggressive Behavior. Presented by R.E.B. Training International. Orono, Me. \$175.

17-18. MOAB 2-Day Basic Course (Day 1 plus Strategies for Managing Physical Confrontation). Presented by R.E.B. Training International. Orono, Me. \$275.

17-19. Street Survival 99. Presented by Calibre Press. Kalamazoo, Mich. \$199.

18-20. Effective Media Practices for the Law Enforcement Executive. Presented by the International Association of Chiefs of Police. Alexandria, Va.

19. OCAT Instructor Course & Instruc-

tor Re-certification. Presented by R.E.B. Training International. Orono, Me. \$220.

20. Handcuffing Instructor & Instructor Re-certification. Presented by R.E.B. Training International. Orono, Me. \$220.

23. Basic Evidence Technician. Presented by the Criminal Justice Institute, College of Lake County. Grayslake, Ill.

23-24. Value-Centered Leadership: A Workshop on Ethics, Values & Integrity. Presented by the International Association of Chiefs of Police. Alexandria, Va.

23-25. Administering a Small Law Enforcement Agency. Presented by the International Association of Chiefs of Police. St. Louis.

23-25. Criminal Investigative Techniques II. Presented by the International Association of Chiefs of Police. Garland, Texas.

23-27. Police Executive Development: The Pursuit of Quality. Presented by the Southwestern Law Enforcement Institute. Fort Collins, Colo. \$495.

23-27. Tactical Drug Law Enforcement. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

23-27. Police Radar Instructor Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

23-27. Criminal Investigative Techniques. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

23-27. Advanced Traffic Accident Reconstruction with WinCrash. Presented by the

Institute of Police Technology & Management. Jacksonville, Fla. \$795.

23-27. Advanced Techniques for Unresolved Death Investigations. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$550.

24-26. Street Survival 99. Presented by Calibre Press. New Orleans. \$199.

30-31. Managing the Training Unit. Presented by the International Association of Chiefs of Police. Chesterfield, Va.

30-Sept. 1. Police Traffic Law Enforcement Course. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$395.

30-Sept. 3. Sex Crimes. Presented by the Institute of Police Technology & Management. Jacksonville, Fla. \$525.

31-Sept. 2. Street Survival 99. Presented by Calibre Press. Harrisburg, Pa. \$199.

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NIJ to test a new Compass for steering police strategies

Continued from Page 1

sible for collecting information on strategies that have proved successful in other jurisdictions, according to the agency. They will also help local police scan data to determine an appropriate course of action for particular crime problems, and assess the success of an approach.

The model is based on a data-rich jurisdiction, although there is no municipality yet that has all of that information in one place, Travis conceded. "Not all cities have ADAM (Arrestee Drug Abuse Monitoring) data that measure levels of drug use and gang violence," he noted as an example. "If a city does not have ADAM, it will miss all that richness, the window into the world of offending that comes from the systematic collection of data."

It remains to be seen whether such data can be easily integrated into existing data bases in those departments that already use Compstat. The research data has to be there in the first place, said Travis, and the department must have the capacity to retain that type of non-police information. The project has been allocated \$30 million in the President's budget, but its expansion to more than one pilot site in fiscal year 2000 depends on Congressional appropriation of the funds.

At present, there are four candidate cities to host the pilot project this year — Baltimore, San Diego, Denver and Seattle — all of them data-rich municipalities with recognized programs that already make use of the kind of research Compass seemingly requires. NIJ has not yet made its final selection.

Moreover, the distinct form that Compass will take will depend on the given technology infrastructure of whichever city is chosen. Federal support for the initiative will be predicated

on the jurisdiction's existing data source, according to NIJ. It will provide for a Compass local project manager and staff and a research partner. Technical assistance and training will be provided on an as-needed basis.

While Compass would seem to supercharge one aspect of the Compstat program — its computer mapping and data capabilities — it does not call for the same kind of accountability that has made Compstat such a revered and feared component of law enforcement strategizing in some departments.

"Compstat is an accountability system and a very effective one using police records," said Travis. "Compass will be an accountability system and strategic planning [program] for a city that will use mostly non-police data to add to police data."

Travis pointed to the Boston Gun Project, in which city police, probation officers and youth workers have been working together successfully to curb teen-age violence. "They embraced accountability," he said, "but without having precinct commanders come before the police commissioner the way they do in New York."

David Kennedy, a Harvard University researcher who helped develop the Boston project, regards Compass as the culmination of the many different special programs that police departments across the country are implementing, including Compstat. Each of these projects, he said, are an attempt to make routine the bringing together of various participants — police and non-police — who have knowledge and insight that can be applied to the swift resolution of problems.

"The thing that seems so interesting about Compass to me is that it is an architecture and a blueprint for doing that in what's essentially a more robust

and ambitious way than we've seen yet," he told L&N. "It's got what seems to me all the highlights of the different examples we've gotten so far, plus it has the hardware and logistical and analytic and even administrative support to make this a much more routine way of doing business."

Compass, he said, also marks the first time that a system has been developed for bringing "all of those moving parts" to bear on a succession of problems. "Boston did it for youth violence, but it does not have a routine way of doing it for sexual assaults or domestic violence," Kennedy said. "I think what Compass does is take what everybody's doing and pull all the best pieces together and try to answer the question, 'If we were going to do this routinely rather than on a special project basis, what would it look like?'"

One of the problems with special projects, noted Kennedy, is that they are fundamentally difficult to implement and require so much special effort in terms of establishing interagency and community relationships. "All that is so hard, that unless we find a way to make it easier, they are going to remain the exception rather than the rule," he said.

Travis sees Compass as both a spur to police agencies to take on their own research projects, and as a resource for professional researchers. It is foreseeable that Compass systems will be linked across jurisdictions, he said, but the data must first be made comparable from location to location.

"Imagine if we had Compass in place for the last 10 years to measure the rise and fall of the crack market," said Travis. "You want to make sure you have the capacity to be able to make comparisons between jurisdiction A and jurisdiction B."

For further information:

Addresses & phone/fax numbers for organizations listed in calendar of events.

Behavioral Science Unit, FBI Training Division. Attn: SSA Donald C. Sheehan, FBI Academy, Quantico, VA 22135.

Calibre Press. 666 Dundee Rd., Suite 1607, Northbrook, IL 60062-2727. (800) 323-0037. Fax: (708) 498-6869. E-mail: Seminar@CalibrePress.com.

Criminal Justice Institute, College of Lake County. 19351 W. Washington St., Grayslake, IL 60030-1198. (847) 223-6601, ext. 2937. Fax: (847) 548-3384. E-mail: rubel@clc.cc.il.us.

Crisis Prevention Institute. 3315 K North 124th St., Brookfield, WI 53005. 1-800-558-8976. Fax: (414) 783-5906. E-mail: info@crisisprevention.com. Web: <www.crisisprevention.com>.

Dallas Children's Advocacy Center. P.O. Box 720338, Dallas, TX 75372-0338. (214) 818-2600. Fax: (214) 823-4819.

Delinquency Control Institute. P.O. Box 77902, Los Angeles, CA 90099-3334. (213) 743-2497. Fax: (213) 743-2313.

Executive Protection Institute. Journey's End, P.O. Box 802, Berryville, VA 22611. (540) 955-1128.

Institute of Police Technology & Manage-

ment, University of North Florida. 4567 St. Johns Bluff Rd. So., Jacksonville, FL 32216. (904) 646-2722.

International Association of Chiefs of Police. P.O. Box 90976, Washington, DC 20090-0976. 1-800-THE IACP. Fax: (703) 836-4543. Web: <www.theiacp.org>.

Investigation Training Institute. P.O. Box 770579, Orlando, FL 32877-0579. (407) 816-7273. Fax: (407) 816-7232. Web: <www.investigationtraining.com>.

National Center for Prosecution of Child Abuse. American Prosecutors Research Institute, 99 Canal Center Plaza, Suite 510, Alexandria, VA 22314. (703) 739-0321. Fax: (703) 836-3195.

New England Institute of Law Enforcement Management. P.O. Box 57350, Babson Park, MA 02157-0350. (617) 237-4724. Web: <http://www.niac.net/users/gburke/ntem.html>.

R.E.B. Training International Inc. P.O. Box 845, Stoddard, NH 03464. (603) 446-9393. Fax: (603) 446-9394.

Southwestern Law Enforcement Institute. P.O. Box 830707, Richardson, TX 75083-0707. (972) 664-3471. Fax: (972) 699-7172. Web: <http://web2.aimail.net/slf/slen.html>.

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Thinking out loud:

How far has CJ
research really come
in the past 10 years?
A special roundtable
discussion.

Forum, Page 8.

Steering new crime-fighting strategies

NIJ will test its Compass
program as the next step in
the evolution of Compstat.

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What They Are Saying:

"Where. . .there has been a history of mistrust by the community, any system of adjudicating complaints that is controlled by the department will be viewed with suspicion."

— From the U.S. Civil Rights Commission's harshly critical report on the Los Angeles police and sheriff's departments
(Story, Page 7.)